

**EDUCATIONAL PLANNING,  
ADMINISTRATION AND EVALUATION  
IN  
Fourth Five Year Plan  
( 1969-74 )**



**REPORT  
OF  
WORKING PARTY  
ON  
EDUCATIONAL PLANNING, ADMINISTRATION  
AND EVALUATION**

**EDUCATION DIVISION  
PLANNING COMMISSION  
GOVERNMENT OF INDIA  
NEW DELHI**

**September, 1968**

## **Foreword**

Realising the pivotal role which planning of education and educational administration play in the development of education, I felt that a working party on educational planning, administration & evaluation should go into their various aspects. The Committee was set up under the Chairmanship of Shri J.P. Naik, Adviser, Ministry of Education. This Committee has reported on the problems of fitting educational administration to developmental needs and suggested measures to improve the educational planning process. The Planning Commission is grateful to Shri J.P. Naik and the members of the Committee for submitting an analytical report which clearly indicates what needs to be done.

I have great pleasure in commending this report of the Committee to educational administrators, planners and research workers of various administrative and planning organisations for drawing up specific programmes as part of the Fourth Plan proposals.

New Delhi  
November 25, 1960

**B/D. Nag Chaudhuri,**  
**Member,**  
**Planning Commission**

**J. P. Naik**  
**Adviser,**  
**Ministry of Education &**  
**Chairman, Working Party**  
**on Educational Planning**  
**Administration and**  
**Evaluation**

**NEW DELHI**  
**September 18, 1968**

**Dear Sir,**

I have much pleasure in submitting the report of the Working Party on Educational Planning, Administration and Evaluation.

I would like to take this occasion to express to you, on behalf of my colleagues and myself, our sincere gratitude for the opportunity which you were kind enough to give us to submit our proposals for the reform of educational planning, administration and evaluation, which we consider to be a task of high priority for the Fourth Five-Year Plan, and for the support and encouragement which you have generously extended to us in all our work.

**With best regards,**

*Yours sincerely,*

**J. P. Naik**

**Dr. B.D. Nag Chaudhuri**  
**Member,**  
**Planning Commission,**  
**New Delhi.**

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## I. INTRODUCTION

**1. Appointment, Composition and Terms of Reference :**  
Planning Commission appointed the Working Party on Education Planning, Administration and Evaluation under their letter No. 1/32/67-Edn. dated 24th January, 1968. It consisted of the following members :

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|---|-----------------|
| 1. Shri J. P. Naik,<br>Adviser,<br>Ministry of Education,<br>New Delhi  | <i>Chairman</i> |
| 2. Dr. M. B. Buch,<br>Head of the Department of Educational<br>Administration, NCER & T,<br>New Delhi         | <i>Member</i>   |
| 3. Prof. D. A. Dabholkar,<br>Chitamanrao College of Commerce,<br>Sangli (Maharashtra)                         | „               |
| 4. Dr. B. Dutta,<br>Secretary,<br>Education Department,<br>Government of West Bengal,<br>Calcutta             | „               |
| 5. Prof. R. K. Kapur<br>Executive Director,<br>Asian Institute of Educational<br>Planning and Administration* | „               |

\*Since assumed charge as Vice-Chancellor, Sambalpur University, Sambalpur Orissa.

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| 6.  | Prof. M. V. Mathur,<br>Director, Asian Institute of<br>Educational Planning &<br>Administration,<br>New Delhi                                 | Member |
| 7.  | Dr. S. N. Mehrotra,<br>Deputy Secretary,<br>Education Department<br>Government of Uttar Pradesh<br>Lucknow                                    | „      |
| 8.  | Shri B. Mehta,<br>Retd. Chief Secretary<br>Government of Rajasthan  | „      |
| 9.  | Shri D. P. Nayar,<br>Senior Specialist (Education)<br>Planning Commission,<br>New Delhi   | „      |
| 10. | Shri V. V. Satav,<br>Chairman, Works & Education<br>Committee (Shikshan Samithi)<br>Zila Parishad,<br>Poona                                   | „      |
| 11. | Shri J. C. Saxena,<br>Research Officer,<br>Education Division,<br>Planning Commission,<br>New Delhi   | „      |
| 12. | Prof. N. Srinivasan,<br>Vice-Principal & Professor of<br>Public Administration,<br>Indian Institute of Public<br>Administration,<br>New Delhi | „      |

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|-----|--|-------------------------|
| 13. | Shri N. D. Sundravadivelu,<br>Joint Educational Adviser,<br>Ministry of Education* | <i>Member</i>           |
| 14. | Dr. S. N. Saraf,<br>Director (Education)<br>Planning Commission,<br>New Delhi      | <i>Member-Secretary</i> |

The Planning Commission broadly indicated that the Working Party should review the present position of educational planning, administration and evaluation, suggest long-term objectives of development in these sectors and make specific proposals for inclusion in the Fourth Five Year Plan and left it to the Working Party itself to define its detailed terms of reference.

The Working Party discussed this matter in its first meeting and adopted the following as its terms of reference :—

1. to suggest ways and means of gearing educational administration to developmental needs ;
2. to suggest needed improvement in the educational planning process ;
3. to suggest reforms in educational administration with special reference to making the implementation of educational plans more effective ; and
4. to discuss, in some details, the following major areas :
  - (a) administration at the national level ;
  - (b) administration at the State level ;

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\*Since assumed charges as Chief Educational Adviser and Director of Higher Education, Government of Madras.

- (c) special problems in educational administration with reference to :
  - (i) organisation ;
  - (ii) procedures ; and
  - (iii) personnel.
- (d) supervision and guidance ;
- (e) evaluation ;
- (f) Broad-based and Decentralised Planning
- (g) Managerial Aspects of Educational Administration ; and
- (h) Flexibility, Dynamism and adaptability among administrators and supervisors.

The Working Party also decided to work out the broad financial implications of its proposals.

2. The Working Party held three meetings in all. The first meeting was held on 5th of April, the second on 24th of July and the third and final meeting on 17th and 18th September, 1968.

3. The Working Party desires to place on record its gratitude to its Member-Secretary, Dr. S.N. Saraf, whose enthusiasm, hard-work and grasp of the subject enabled it to produce this Report in so short a time.



## II. THE PRESENT POSITION: A REVIEW

4 As a first step in its task, the Working Party reviewed the present position in regard to planning, administration and evaluation. Some of the main findings of the review are given in the following paragraphs.

### Formulation of Plans

5. Educational planning implies the taking of decisions for future action with a view to achieving pre-determined objectives through the optimum use of scarce resources. There are three main elements in this definition.

(a) **Pre-determined Objectives :** These will include such problems as (i) relating to national development, (ii) content of education, (iii) educational standards, (iv) technology of education and (v) expansion of facilities.

(b) **Use of Scarce Resources :** There are three scarce resources in education :

(i) **Time** —The explosion of knowledge has made it necessary to learn a great deal in a short time. Moreover, India has to catch up quickly with the industrially advanced countries. From this point of view, the significance of effecting economy in teaching and learning and telescoping educational development cannot be overstressed.

(ii) **Talent** —Intensive efforts have to be made to discover and develop talent among students especially at the secondary and university stages; and programmes have to be prepared to attract and retain an adequate share of the best talent available to the teaching profession.

- (iii) **Material Resources including Money** —Money is the third scarce resource in all situations and this is specially so in the developing countries. It must, however, be remembered that, in developing economies, other materials are also scarce (e.g. cement and steel or paper for books and printing capacity) and realistic educational planning should take these scarcities also into account.

(c) **Taking Decisions** : Educational Plans will have to be prepared for each level at which a decision is taken, namely, institution, chief administrative unit for a group of institutions (a district for schools, a university for higher education etc.) State and nation.

6. What has not been done so far, and what we need at present is a **comprehensive educational plan**, which describes what its objectives are in terms of the entire educational situation in a given area, and which covers, among other things, curricula, standards to be achieved, improvements in methods of teaching and evaluation, and expansion of facilities at all stages and in all sectors. Such a comprehensive plan should give a coherent and integrated picture of educational development with reference to pre-determined goals and should include programmes which cost money as well as those which do not require a large financial investment or which may even lead to an economy in educational expenditure. It should deal with non-plan as well as plan programmes. It should cover not only the activities of the State, but the activities of other agencies also such as universities, local authorities, and voluntary organisations. Further, the plan should assign specific tasks to teachers, inspecting officers and institutions, - in short, to all those who are directly involved in education.

7. Judged from this point of view, our existing educational plans show several deficiencies.

- (i) They deal with only those programmes which have financial implications and do not give a total, coherent and integrated picture of educational development.
- (ii) They generally deal with expenditure incurred from State or Central funds but do not reflect all expenditure incurred on the development of education.
- (iii) They do not deal with non-plan expenditure on education which now forms the bulk of the total educational effort.
- (iv) They over-emphasise targets of enrolment and financial expenditure and generally tend to neglect other aspects of educational development such as effecting economies, discovering less costly techniques of development, intensive utilisation of existing facilities and other programmes which are significant but not susceptible to statistical or financial measurement.
- (v) The State Education Departments set up working Groups comprising mostly, if not wholly, of officials to formulate plans and programmes. These groups generally work in isolation. There is little involvement of experts and of other agencies interested in the formulation of plans. The District Education Officials are not generally invited to cooperate in these exercises and, where they are required to do so, their contribution is not very effective, due mainly to lack of training. By and large, teachers and their organisations are not involved in the planning process nor is an adequate opportunity provided to voluntary organisations and others interested in education to put forward their views before the plans are formulated and finalised.

- (vi) The system is top heavy and resembles an inverted pyramid because most of the planning is done at the national and State levels only. If the best results are to be obtained, an integrated process of planning will have to be evolved and well-coordinated plans will have to be prepared at the institutional, district, State and national levels.
- (vii) The preparation of detailed projects which would help implementation is also generally neglected. Educational programmes have to be treated as projects in the same way in which projects for industry, irrigation or power are drawn up. We should be clear, not only about the objectives we want to achieve, but also about the time-passing, advance action needed, inputs required in terms of incentives, materials and skills, administrative machinery and the dovetailing of all these in time and space in order to ensure that the desired targets are achieved. Such projects are conspicuous by their absence at present.
- (viii) The Planning Commission and the Ministry of Education discuss their Five Year Plan and annual plans with the State Governments. Those plan discussions are not as thorough as they should be because the preparation often leaves much to be desired. What is worse, there is hardly any follow-up action and, once the discussion on an annual plan is over, the matter is remembered only when the discussion for the next annual plan is taken up in the following year.
- (ix) A large number of agencies look after different aspects of educational planning. For instance, at the national level, the Ministry of Education, the

Ministry of Food and Agriculture (including Community Development), the Ministry of Health, the Ministry of Labour and Employment, the Department of Social Welfare and the Ministry of Home Affairs (in respect of Scheduled Castes and Scheduled Tribes) are concerned with educational planning in some form or another. In States also, there is corresponding multiplicity of agencies. The coordination between these different agencies is often weak.

- (x) The areas where education has to be bridged with life also tend to get neglected. For instance, the dovetailing of educational plans with the requirements of manpower or employment opportunities has not been successful. Similarly, programmes which emphasise thought and human effort also tend to be neglected in preference to those which emphasize monetary investment.

### **Educational Administration**

8. It has generally been observed that our plans are good and that their implementation is weak. This is only partially true because, as pointed out above, the planning process itself is far from satisfactory. It is, however, also true that our failures in implementation are even greater. In our opinion, these are due to the following main reasons :

- (i) The Education Departments are not adequately equipped for the tasks they are expected to undertake in a programme of planned development. Even in 1947, the departmental staff was inadequate and not as competent and well-trained for its responsibilities as it should have been. In the last 20 years, the expansion of educational facilities has been far faster than the increase in departmental

staff. The old traditions of administration, oriented to maintenance and personnel administration, generally of a police character, are still in vogue and the procedures, both administrative and financial, still continue to be cumbersome and time-consuming. By and large, the Education Departments are, therefore, even less well-equipped to-day to deal adequately with the complex tasks of educational development than they were 20 years ago.

- (ii) The procedures of recruitment, scales of pay, conditions of service and facilities for in-service training of the officers of the Education Departments are such that they do not attract and retain person of the right type in sufficient numbers. Very often, their recruitment is pushed down to lower and lower levels and there is no adequate lateral recruitment for the highest posts. Programme of inservice education are generally non-existent. There is also an over-emphasis on personnel and financial administration. What is really needed is a revolution in the character of State Education Departments, that is to say, its conversion from a body of men who deal mainly with statistics, financial sanctions, grants-in-aid, transfer and appointments, and enquiries into all sorts of complaints, into organisation of educationists who would be imaginative enough to realise the goals of educational reconstruction, sensitive enough to know needs and demands of the people, competent enough to plan satisfactory programmes of reconstruction and to implement them with success and able enough to function as the friends, philosophers and guides of teachers who, in their turn, would extend a similar service to parents and students. But no intensive efforts to this end are being made.

- (iii) The implementation of educational plans is really a responsibility of the society as a whole because, in implementation when it is properly done, not only departmental officers, but teachers, students, parents and several other groups are also involved. For successful implementation of educational plans, therefore, there has to be a good system of communication between different levels within the Education Department itself, between the Department and teachers and educational institutions of all categories, and between teachers, students and their parents in all institutions. No adequate efforts have been made so far to build up proper channels of communication between these different groups and to involve them, emotionally and effectively, in programmes of implementation.
- (iv) Implementation of educational plans often requires the collaboration and cooperation of other departments or agencies. For instance, the construction of school buildings is done by the Public Works Department in the case of Government institutions and by local communities or voluntary organisations in the case of non-Government institutions. The production of books requires collaboration with the private sector in the book trade ; and so on. This collaboration and coordination is often weak and ineffective.
- (v) On account of stringency of resources, financial sanctions are often withheld, even to approved plans ; allocations made are frequently reduced ; and priorities are often disturbed because the pressure of expansion tends to drive programmes of qualitative improvement to the wall. Sometimes, funds are sanctioned too late to make economic

and effective utilisation possible ; and not infrequently, even when finances are made available, necessary resources in real terms (i. e. cement for buildings or foreign exchange for equipment to be imported) withheld or inadequately supplied.

- (vi) Interference with approved plans on account of political pressures is also frequent. For instance, political rather than academic considerations often determine the location of educational institutions of different categories, transfers and postings of teachers, and opening of new institutions or provision of new courses in existing institutions ; and due to political pressures and regional considerations, sound criteria of economy, efficiency and academic viability are often thrown to the winds.
- (vii) Democratic decentralisation is sound in principle and there are several instances of local authorities which have done excellent work in educational development. It cannot, however, be denied that, where leadership of the proper type was not available, democratic decentralisation has retarded the implementation of educational plans in practice or has even distorted them. Teachers working in local authority schools have often been harrassed and wherever the relationship between education departments and the local authorities was not clarified adequately, efficiency of implementation has generally suffered.

## **Evaluation**

9. An element of evaluation is always built into all education administration. For instance, educational programmes are reviewed annually by the Centre and the States at the



time of plan discussions. The preparation of every annual budget also implies a certain element of review and evaluation. The publication of administration reports provides another occasion for the purpose and so do debates in the Legislatures, in teachers' organisations and in the press. But it must be admitted that systematic and formal attempts at evaluation by competent academic people have not yet been undertaken on any appreciable scale. This is due partly to the failure to realise the significance of such evaluation and partly to inadequacy of tools and personnel. For instance, the Statistical Units in the State as well as in the Centre are inadequately staffed and are not generally competent to undertake programmes of evaluation as such. Educational research is yet in its infancy; and the universities which could provide the personnel and expertise needed to a considerable extent, have not yet been adequately involved in evaluation programmes. There is, therefore, a general trend for old practices and programmes to continue to linger on with only such marginal adjustments as are necessitated by the subjective opinions or reviews of officers and others concerned; and the planning process loses the corrective and invigorating effect which a well developed programme of evaluation can provide,

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### **III. PROPOSALS FOR REFORM: THE PLANNING PROCESS**

10. The main deficiencies in the existing planning process have been indicated earlier in paragraph 7 and steps will have to be taken to overcome them. In this context, we would specially highlight the measures indicated in the paragraphs that follow.

#### **Preparation of Comprehensive Plans**

11. The first important reform needed is to prepare **comprehensive educational plans**. As stated earlier, our existing plans deal merely with one aspect of planning, namely, the allocation of resources, provided by Central and State Governments, to different sectors of education and within a given sector, to different types of programmes. But a comprehensive educational plan goes much beyond this. It should deal with the present educational situation, the educational objectives in view and all programmes proposed to realise these objectives. It should thus cover plan as well as non-plan expenditure, programmes that involve financial implications as well as those which do not, and also programme for economising expenditure or better utilisation of existing facilities. Their linking with programmes of socio-economic development should be much closer than at present.

12. The second important reform needed is to broaden and decentralise the process of educational planning and to prepare well-coordinated plans at the institutional, district, state and national levels. This is so fundamental and radical a departure from the present practice that we would like to deal with it in some detail.

#### **Institutional Planning**

13. The base for this new technique of planning will be

provided by institutional plans which will have several advantages. For instance, they will emphasise programmes of qualitative improvement, and as these will have to be increasingly emphasised in the years ahead, they will become more and more inescapable and important in the planning processes of the future. They will make it possible to involve, not only teachers, but even parents and even students in the planning process; and what is more important, they will provide adequate scope for initiative, creativity, freedom and experimentation by teachers. They will also emphasise human effort rather than expenditure and thus serve to reduce the expenditure-orientation which our plans have acquired.

### **Techniques of Preparing Institutional Plans**

14. It is necessary to develop a proper technique of preparing institutional plans. There is a real danger that the institutional plans may degenerate into 'charters of demands' which will be beyond the capacity of any government to meet. This will have to be avoided and the institutional plans will have to be prepared as 'programme of action' which the schools can undertake within their present available resources or with such additions to them as are immediately practicable. In fact, planning at the institutional level can begin with the question: **What can you do even within the available resources or with some small feasible additions to them?** This question is rarely asked. But when one studies institutions closely, one finds that there is an infinite number of things which every institution can do, even within the available physical and financial resources, if it can bring in a sense of duty, a lively imagination and hard-work to bear upon the problem. For preparing institutional plans, therefore, it is this approach that has to be emphasised. As the Education Commission has said :

"Even within its existing resources, however, limited they may be every educational institution can

do a great deal more, through better planning and harder work, to improve the quality of education it provides. In our opinion, therefore, the emphasis in this movement should be, not so much on physical resources, as on motivating the human agencies concerned to make their best efforts in a coordinated manner for the improvement of education, and thereby offset the short comings in the physical resources. There are a large number of programmes which an educational institution can undertake on the basis of human effort and in spite of paucity of physical resources. These include: reduction in stagnation and wastage; improvement of teaching methods; assistance to retarded students; special attention to gifted students; enrichment of curricula; trying out new techniques of work, improved method of organising the instructional programme of the school; and increasing the professional competence of teachers through programmes of self-study. It is the planning and implementation of programmes of this type that should be emphasised."

15. There is nothing new in this idea of institutional plans. There are a number of good schools which prepare and implement their own plans of development even now. In fact, an important criteria of a good school is that it does so. What is proposed here is that this process, which is now confined to a few institutions and is entirely optional, should become general and be resorted to by all educational institutions.

16. What are the steps needed to introduce a system of institutional plans in a State? The following suggestions in this regard are put forward for the consideration of the State Governments.

- (i) It should be a condition of recognition and grant-in-aid that every institution prepares a fairly long-term plan of its own development. Against the background of this plan, it should also be required to prepare a Five Year Plan (coinciding with the State Five Year Plans) and an annual plan indicating the activities proposed to be undertaken during the ensuing year.
- (ii) These plans prepared by the institutions should form the basis of the periodical inspections. The object of these inspections should be to help the institution to prepare the best plans it can within its available resources and to guide it for their successful implementation. If this is done present *ad hoc* character of inspection will mostly disappear.
- (iii) Some broad guidelines for the preparation of such plans should be issued by the State Education Department. These will indicate, in broad terms, the policies of the State Government included in its own plans which will have to be reflected suitably in the plans of the institutions. It should, however, be clearly understood that the guidelines issued by the State Government are recommendatory and not mandatory. It should be open to a school, for given reasons, not to take up a programme included in the guidelines, to modify the programmes given therein or even to take up new programmes not included in the guidelines.
- (iv) Within the broad guidelines issued by the State, it should be the responsibility of the Head of the Institution to prepare the annual and five-year plans of his institution.
- (v) It is necessary to arrange suitable training in the programme for all inspecting officers of the State

and for headmasters. This should essentially be a responsibility of the State Institute of Education.

- (vi) A long-term plan will be prepared by the institution to be covered in such a period of time which it deems convenient. The Five-Year Plans, as stated earlier, should be made to coincide with the State's own plans. For preparing the annual plans, it is necessary to provide some specific time in the school years ; and it is, therefore, suggested that about a week\* towards its end should be reserved for the purpose. The following steps may be taken with advantage :

- (a) The school should open for teachers on the prescribed day but the students should be required to attend a week later. In other words, in the first week of the opening of the school, the teachers should be on duty without being required to take classes. This period can then be conveniently devoted in continuous meetings and discussions and for preparing detailed annual plan of work of the school in all its aspects, co-curricular, curricular, class plans, subject-plans and detailed plans for each programme the school proposes to undertake.
- (b) Similarly, at the end of the year there should be a week when teachers are on duty but the students have been let off. This week should be utilised for a careful evaluation of the implementation of the annual plans.

The implication of the proposal is that the holidays for students will be about two weeks longer than

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\*This is indicative. The precise time could be even less and adjusted to the needs of institution.

for the teachers. This may appear as a loss of teaching time. But the gain in terms of quality of work will compensate it in full or even more.

- (vii) Reports of the annual plan prepared in the beginning of the year should be available to the inspecting officer within a short-time thereof. The same should be done about the evaluation carried out at the end of the year. It should be an important part of the school inspection to discuss these plans and their evaluation with the school staff and authorities (and where necessary, even with students).
- (viii) An important point to be emphasised in institutional plans in successful implementation. A common tendency is to make ambitious plans which sound good on paper and then to implement them indifferently. This trend is also encouraged because the Inspecting Officers often compel schools to undertake a number of programmes. Thus begins ineffective implementation, inefficiency and slipshod work which undermine the utility of this programme which is essentially qualitative. To avoid these weaknesses, it should be clearly laid down that 'not low aim but failure is a crime.' It should be left open to the schools to make small plans, if they so desire and no attempt should be made to force ambitious plans on them. It should, however, be insisted that, whatever the plan, it should be implemented with the best efficiency possible. Even if the beginning is humble, the institution may, in the light of the experience which inevitably comes from successful implementation, take up more ambitious plans in future. A little patience shown to wait for such a development will yield rich dividends.

- (ix) In preparing the institutional plans, a clear emphasis should be laid on adopting democratic procedures and on involving all the agencies concerned. It is true that this is basically a responsibility of the Headmaster or the Principal. But the Managing Committees of the institutions will naturally have an important role to play. The Headmaster must involve the teachers intimately. The local community will also have to be involved in many programmes. In some programmes, even students will have to be involved. This becomes all the more important as one goes up the educational ladder. It should be clearly understood therefore that the institutional plan is a sum-total of collaboration of all these agencies involved.

17. Several steps will have to be taken if this basic idea of institutional plans is to be successfully developed. Some of the more important of these are the following :—

- (i) The State Education Departments should be oriented to a new mode of thinking. Their present insistence of rigidity and uniformity should be abandoned in favour of an elastic and dynamic approach. They should also encourage initiative, creativity, freedom and experimentation on the part of institutions and teachers. It should be their responsibility to identify good schools and to give them greater support and large freedom to enable them to become better while, at the same time, providing the necessary guidance and direction to the weaker institutions with a view to enabling them to be good.
- (ii) Although the institutional plans have to emphasise human effort rather than additional investment in physical and monetary terms, it is also necessary to



emphasise that the State Government should strive to make more and more resources available to individual institutions through liberalisation of grants. Side by side, it is equally essential that every institution should strive to raise its own resources for its development. From this point of view, the following three steps will have to be taken :—

- (a) An Education Fund should be maintained in each educational institution, on the broad lines recommended by the Education Commission. The Commission has said that this fund should consist of (i) amounts placed at the disposal of the institutions by the local authorities (ii) donations and contributions voluntarily made by the parents and the local community; (iii) a betterment fund levied, in institutions other than primary schools, from students; and (iv) grant-in-aid given, on a basis of equalisation, by the State Government.
- (b) The system of grant-in-aid should be reformed to encourage excellence. The grant-in-aid to educational institutions should be divided into two parts. The first is the ordinary maintenance grant on some egalitarian principles which will ensure the payment of teachers' salaries and a certain minimum expenditure for other items. But there should also be a special 'Development Grant'-recurring as well as non-recurring-given to institutions on the basis of their performance. This will promote a competition for excellence among the different educational institutions and lay the foundation of a movement which, in the course of time, would succeed in raising standards all-round.

- (c) A deliberate policy to encourage the pursuit of excellence should be adopted. At the school stage, good schools should be allowed to develop into 'experimental schools' and freed from the shackles of external examinations. A similar step should be taken at the university stage by the development of 'autonomous colleges' or a more liberal exercise of the authority vested in the Government of India to declare institutions as 'deemed universities'. Encouragement and assistance should be given to outstanding departments of universities to grow into Centres of Advanced Study and in some universities at least, clusters of Centres of Advanced Study should be built up in related disciplines that strengthen and support one another.
- (iii) The different educational institutions should help each other in developing this new concept of institutional plans. From this point of view, the programme of 'school complexes' recommended by the Education Commission deserves consideration. Under this programme, each secondary school will work in close collaboration with the primary schools in the neighbourhood and help them, through guidance services and sharing of facilities, to improve themselves. The same process can be repeated at a higher level between colleges and universities on the one hand and the secondary school in their neighbourhood on the other. At present, the teachers at different stages of education are engaged in a dialogue of mutual recrimination and passing the buck. For instance, the universities blame the secondary schools for sending up weak students and the secondary schools pass on the blame to primary schools. The programme of school complexes recommended by the

Education Commission will put an end to all this and bring the different stages of education together in a programme of mutual service and support.

- (iv) The success of a programme of institutional planning will be directly proportional to the extent to which the teachers working in an institutions identify themselves with its development. In private schools, this identification is easier to be achieved because the teachers remain non-transferable. In fact, where a private institution is in a position to attract competent and dedicated teachers and give them an effective hand in its administration, the programme of institutional planning is likely to be the most successful. Every private institution should therefore strive to this end, namely to attract competent and dedicated teachers and to give them an effective voice in running the institution. In Government or Local Bodies Institutions, the position is a little different. Here the teachers belong to a cadre and not to the institution and are liable to be transferred to several other institutions of the same type. In practice, such transfers are also fairly frequent. The teachers, therefore, develop loyalties to a cadre rather than to individual institutions. It will, therefore, be necessary to adopt policies under which teachers working in Government or Local Authority schools also could be enabled to identify themselves with individual institutions. This can be done by creating committees of managements or boards of governors for individual institutions, by reducing transfers to the minimum and by giving the teachers working in these institutions an effective voice in their development.

#### 18. The leadership in the preparation and implementa-

tion of the institutional plans will again have to be provided by teachers themselves.

- (i) **Primary Schools :** A very difficult problem is the preparation of plans for primary schools, especially single-teacher schools. The first step to this end will be to train primary teachers and headmasters in this task. This itself is a formidable task, in view of the numbers involved. But this will not be enough and it will be necessary to provide them with continuous guidance and assistance. For this purpose, it is necessary to adopt the scheme of school complexes recommended by the Education Commission. Each school complex will include a high/higher secondary school as its centre and all the primary schools within an area of three to five miles of the central secondary schools. All these institutions should be treated as a unit for purposes of educational planning and development and an attempt should be made to regard it as a 'living cell' in education. It will generally be a small and a manageable group of teachers which can function in a face-to-face relationship within easily accessible distance; and it will also have the essential talent needed because there would be about half a dozen trained graduates within it. This group of teachers can easily help each other and ensure that the primary schools included within the group will prepare and implement satisfactorily plans of their own.
- (ii) **Secondary Schools :** The guidance to the secondary schools in preparing and implementing institutional plans of their own will be provided partly by the secondary teachers themselves and partly by the college and the university teachers. It is desirable

that there should be a secondary school head masters' forum in each district, and it should be a responsibility of this forum; working through its members, to give guidance to the secondary schools to prepare and implement their plans. Similarly, we may also create a school-complex at a higher level by linking a college or university department with a number of high/higher secondary schools within its neighbourhood. The teachers of the college or the university department concerned can then work with the teachers of the secondary schools in their area and guide them in the preparation and implementation of their plans.

- (iii) **Panel Inspections :** Yet another method under which teachers can provide guidance in preparation and implementation of the plans of primary and secondary schools is to adopt the system of 'panel inspections' recommended by the Education Commission. At present all inspection of primary and secondary schools are carried out by departmental officers on an annual basis. While this should continue, the Commission has recommended that we should supplement it with a system of panel inspection of primary and secondary schools to be carried out every three to five years. Each panel will consist of a group of selected teachers or headmasters (including the headmaster of the school to be inspected) and may have a departmental officer as its Secretary. The panel should spend a longish time in each institution so that it is able to evaluate its work and give proper guidance. The principal advantage of this system of panel inspection is that it will make the experience and expertise of senior and competent teachers available to all others.

- (iv) **Colleges :** The colleges will be in a position, without much difficulty, to prepare and implement their plans. The guidance needed by them should be given by the universities.
- (v) **Universities :** The universities should prepare and implement plans of their own and for this purpose, they should set up Academic Planning Boards on the lines recommended by the Education Commission. These should consist of representatives of the university, along with some persons from other universities and a few distinguished and experienced persons in public life. The Boards should be responsible for advising the university on its long-term plans and for generating new ideas and new programmes and for periodic evaluation of the work of the universities.

### **District Plans**

19. At present district planning is hardly resorted to, although it is being recommended for some time. The need and advantages of preparing such plans has been pointed out by the Education Commission. A district is a convenient unit of population (about 1.5 million) and area (about 4,000 Sq. miles). Educational expansion, even at the district level, has now reached substantial proportions and, in fact, the average educational expenditure in a district at present is even greater than what it was in the country as a whole in 1882. The variations in educational development between one district and another are far larger than those between one State and another. For all these considerations, the Education Commission recommended that the district should be taken as the basic unit of educational planning, development and administration. We suggest that this recommendation should be accepted and district plans should be introduced on a pilot basis in a few districts in every State with effect from

the next year. By the end of the Fourth Plan, planning at the district level should become universal.

20. The district educational plan should deal with all education below the university level-pre-primary, primary, secondary and vocational. It should indicate the location of educational institutions of all categories within the district with a view to equalising educational opportunity on the one hand, creating institutions of optimum size which tend to be economical and efficient on the other. It should provide for expansion of facilities as well as for programmes of qualitative improvement. The preparation of such plans should be the responsibility of the District Education Officers or the Zilla Parishads (or the District School Boards) which have been entrusted with the responsibility of school education in the district. It may be necessary to coordinate the work of more than one Department of Government and to associate the local communities in the preparation and implementation of such plans.

21. The following amongst others are the important programmes that may be considered for inclusion in the District Plans which should cover all categories of schools in the District-Government, local authority and private.

- (i) Location of all institutions of general education at the school stage (the location of institutions of higher education and even the general planning of higher education will have to be done with the State or at least with University as a basis);
- (ii) The study of the man-power requirements or employment opportunities in the District and the planning of vocational education at the school stage required for the purpose (this will obviously include problems such as location of institutions, formulation of courses, control of enrolments, etc.);

- (iii) Provision of facilities in all institutions at the school stage (these will include buildings, laboratories, libraries, craft-sheds, school farms, facilities required for games and sports and co-curricular activities and necessary teaching and learning materials) ;
- (iv) Planning of non-teacher costs which will include all recurring expenditure other than that incurred on the salaries and allowances of teachers ;
- (v) Planning of student services such as provision of text-books, school uniforms, school meals, subsidized or free transport, etc.
- (vi) Development of programmes of work experience or the social and community service and mobilisation of community support for the non-recurring and recurring expenditure on education with a view to bringing the school and the community together in a programme of mutual service and support ; and
- (vii) Utilisation of educational institutions and their resources for development of programmes for adult education and non-student youth.\*

22. The success of district level planning will depend upon (a) the existence of an appropriate authority at the district level to prepare and implement these plans ; (b) the provision of financial resources at this level, based on a combination of local effort and State grant given on the principle of equalisation, which would be broadly adequate to meet the responsibilities apportioned to this level ; (c) the

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\*For big cities included in a district, say with a population of a lakh and more, separate plans could be prepared with advantage. It may even be desirable to have separate plans for all municipal Areas and involve the municipalities in their preparation and implementation.



enthusiasm and co-operation shown by the educational institutions within the district; and (d) the competence of administrative and planning personnel available at this level.

### **State Plans**

23. The State level plans are very important and the centre of gravity of the entire planning process in education will have to be shifted to the State level. It is, therefore, necessary to build up a sufficiently strong and competent unit in every State Education Department for the formulation and implementation of State plans. In the immediate future, the following programme is suggested for planning at the State level :

- (i) Every State should review the educational development within its area since independence.
- (ii) It should prepare a fairly long-term plan of educational development spread over the next 15-20 years. It may be desirable to issue the broad outline of such a plan for public comment in the form of a White Paper and to finalise it in the light of suggestions received.
- (iii) It may also be desirable to pass an Education Act with a view to providing a statutory basis for education and devising a more powerful tool for implementation of educational plans.

### **National Plans.**

24. At the national level, the Government of India has already issued a Resolution on National Policy on Education and has also announced that it will be reviewed every five years. The national plans which will be based on the National Policy on Education will have the following elements.

- (i) An additive element which arises directly from the State Plans and where the national plan is merely the sum total of the State plans put to-gether.
- (ii) National programmes, i.e., programmes of national importance in which coordinated action on the part of the Centre and the State Governments is called for. The funds for such programmes would be partly in the Central Sector, partly in the Centrally-sponsored sector and partly in the State sector (earmarked).
- (iii) Central programmes, namely, programmes which will be implemented directly by the Centre in accordance with the terms of the Constitution or in agreement with the State Governments.

It is a responsibility of the Central Government to take a long-term and coordinated view of educational development and to ensure that regional imbalances between States are minimised. Special programmes will have to be developed in the national plan from this point of view.

### **Planning A Two-Way Process.**

25. Planning has to be done from above as well as from below. Thus a two way traffic has to be built into the planning process. For instance, guidelines and tentative financial allocations will have to be indicated from above :

- (i) Well in advance of the beginning of the plan or the planning year, Government of India will have to indicate broadly to the State Governments the general approach to be adopted towards educational planning and some order of allocations that is likely to be available. (This may conveniently be done by specifying a minimum and a maximum);

- (ii) On their part, the State Government should convey, to the district level authorities, some broad guidelines in preparation of district plans and the likely range of financial allocations available.
- (iii) A similar action may also be taken by the district level authorities towards the educational institutions in their charge\*

In the light of these broad guidelines and within the financial limits allocated by State Governments, the district level authorities and the institutions will prepare their broad tentative plans which should put forward a plan within the allocations actually available and a plan of further development if resources become available. On the basis of these plans, and the final picture of the resource position available, the plans at the district, State and national levels should be finalised after incorporating the ideas that have risen from below.

### **Involvement of Teacher**

26. The third reform needed is to involve teachers intimately and effectively in the preparation and implementation of educational plans. The principle that the teachers should be involved is unexceptionable ; but its implementation in practice is held up on four main grounds. The first is that Government has never been keen to involve teachers effectively in the educational planning and development. In fact, it has not even shown an awareness of the problem and its significance. Secondly, we have not yet been able to visualise and create the institutional machinery which will

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\*In the case of institutions of higher education, the channels of these communications would be different. The University Grants Commission would communicate with the Universities and the State Governments would communicate direct with the colleges and the Universities.

enable all teachers to effectively participate in the formulation and implementation of educational plans. Thirdly, there are several divisions in the ranks of the teachers which weaken the profession and diminish its capacity for active participation in this programme ; and lastly, the teachers themselves have shown a general unconcern in problems of educational planning and development and have failed to develop the necessary expertise and leadership. All these four weaknesses will have to be overcome if teachers are to assume leadership in educational planning and development and thereby benefit education as well as improve their own status.

27. From this point of view, the following suggestions are put forward :—

- (i) The system of institutional planning should be adopted universally. It is in the formulation and implementation of institutional plans that every teacher can be intimately and effectively involved.
- (ii) The authorities responsible for preparation and implementation of District Development plans in education should constitute Advisory Boards Councils of Teachers on which all organisations of teachers functioning within the district should be represented. These Councils should be consulted on all matters relating to planning and development of education.
- (iii) Similarly, at the State level, the State Governments should constitute Joint Teachers' Councils consisting of the representatives of all the different organisations of teachers working in the State. These should be consulted on all matters relating to planning and development of education.

- (iv) The Ministry of Education, in its turn, should constitute a National Council of Teachers consisting of representatives of all teachers organisations functioning at the national level. Its functions should be similar to those of the Joint Teachers' Councils established at the State level and they should be effectively involved in preparation and implementation of educational plans.
- (v) Government must announce unequivocally that it desires to give the teachers professional leadership in improvement of education and that the role of the Education Department will be one of providing the necessary facilities and assistance for this purpose. Such a declaration will influence the attitudes, both of the departmental officers and teachers, and create the necessary atmosphere for the success of this programme.
- (vi) Steps should also be taken to associate teachers with the administration at as many points as possible. For instance, the establishment of Boards of Secondary Education (or Boards of School Education as recommended by the Education Commission) is an effective means of associating practising teachers with the conduct of the public examinations at the end of the secondary stage and in such allied problems as prescription of curricula, approval of text books, prescribing the essential conditions for recognition of secondary schools, etc. The constitution of the State Boards of Teacher Education will provide similar opportunities of associating teachers with administration in all matters connected with teacher education. Yet another method in which teachers can be associated closely with administration is to adopt the

system of 'panel inspections' to which a reference has been made earlier.

- (vii) On their part, the teachers must develop interest in planning. It is unfortunate that teachers have so far neglected this important subject and not much interest has been evinced by the teachers' organisations in the three Five Year plans and in the three annual plans. They have not even criticised them either in depth or in a comprehensive manner while what is expected of them is not mere criticism but, if necessary, even the formulation of an alternative plan which the public can compare with the official plan and judge for itself. It is obvious that this apathy will have to be abandoned, the sooner the better, and that teachers will have to show much greater interest in educational planning and development than what they have done so far.
- (viii) Similarly, the teachers will also have to develop the necessary competence in educational planning, both individually and through their organisations. It is true that this competence will grow as the decentralised programme described above is evolved and teachers are actually involved intensively in the formulation and implementation of educational plans. Formal and institutional attempts to this end are also needed. For instance, the subject of educational planning and the problems of Indian education should find a place in the curricula of all training institutions at all levels. The teacher educators should be properly prepared for developing these programmes in their institutions and the necessary literature on the subject should be prepared in all the modern Indian languages.

Moreover, the teachers' organisations should set up working groups to study the subject, to conduct research thereon and to bring out publications and journals. Such efforts should receive encouragement and assistance from the State.

- (ix) The association of teachers with educational administration will be more effective if all categories of teachers join together and become a united teaching community. This will need, first and foremost, a change in attitude. At present, the teaching profession is divided into a number of groups which seem to move in exclusive orbits without coming into close contact or working relationships with others. It is obvious that in the India of tomorrow which aspires to create a new social order based on justice, liberty, equality and the dignity of the individual, there is no place for such traditional and obsolete attitudes. All teachers belong to one community and are essentially equal and this feeling of brotherhood will have to be deliberately cultivated by all. To create and strengthen these attitudes of oneness, opportunities will have to be provided to teachers, through institutional structures of the proper type, to work with one another in common tasks and thereby to come to know and respect each other. The system of school-complexes recommended by the Education Commission will provide opportunities for secondary school teachers to work with primary school teachers and for university and college teachers to work with secondary school teachers. Similarly, the establishment of District Teachers Councils, Joint Teachers' Councils at the State level, or the National Teachers' Council at the all-India level, on which organisations of teachers of all categories

will be represented, will be another important means of enabling teachers of all categories to work together for common ends. The same objective can also be attained by establishing subject teachers associations which will bring together, on common platform, teachers of all stages, from pre-primary to the post-graduate. Such associations should be formed at the district, state and national levels. The Education Commission has also recommended that universities should be involved intensively in programmes of improving school education. This will provide opportunities to university teachers to work in close collaboration with teachers at all other levels.

- (x) In order to enable teachers to develop a sense of identification with their institutions, they should be given an effective voice in their management. Suitable methods for this will have to be evolved, both for private and government institutions.

### **Training of Personnel**

28. The fourth important reform is to provide the necessary training to persons concerned with formulation and implementation of plans. In so far as the training of teachers and headmasters is concerned, the work will have to be taken up by the training institutions and inspecting officers of the Department. The responsibility of training departmental officers below the district level, will have to be squarely assumed by the State Education Departments which may develop the State Institutes of Education for the purpose and also utilize whatever other resources are available in universities, etc. For officers of the district level and above, programmes of appropriate training will have to be developed at the national level. This should be an important responsibility of the National Staff College for Educational Administrators whose establishment is being recommended.



### **Project Preparation :**

29. The fifth important reform is to adopt, as widely as possible, the system of preparation of detailed projects for all important programmes included in the educational plans. What we mean here is that, a detailed document should be prepared for every important scheme included in the Plan which will show the objectives to be reached; the methods and techniques to be adopted; a detailed programme of action showing the time-table of implementation as specifically as possible; co-ordination, where necessary, with other sectors or departments; detailed estimates of all the inputs required in terms of men, materials and money; the method of evaluation, advance action required as well as follow-up; etc. So far very little attention has been paid to this aspect of the problem. In our opinion, efficiency and implementation of educational plans will considerably increase if the method of project preparation is widely adopted.

30. We realise that it will not be possible to adopt this technique for all schemes and that the expertise required for the development of this programme is in short supply. We would, therefore, make the following recommendations for immediate action :—

- (i) The Ministry of Education should prepare detailed projects for a few important schemes in the Central or Centrally sponsored sector. This will help to develop the necessary expertise and experience.
- (ii) The State Governments should be persuaded, at the time of the plan discussion, to prepare detailed projects for some important major schemes included in their plans.
- (iii) The necessary advice and guidance for preparation of such projects should be made available to State Governments on their request. The responsibility

for this may be placed upon the Asian Institute of Educational Planning and Administration which may have some staff for the purpose and also utilise whatever resources it can mobilise from other institutions and organisations .

### **Expenditure-orientation**

31. The sixth important reform is to reduce the expenditure orientation of our educational plans, which implies an over emphasis on money based on the naive belief 'that there is no defect in education that more money cannot set right'. We have been fairly successful, it must be remembered, in implementing simple expansion programmes which depend essentially on monetary investment such as the establishment of new institutions, appointment of additional teachers, revision of teachers' salaries, construction of buildings or purchase of equipment. But when expansion programmes has other dimension that could not be met by expenditure of money alone, our success has been limited. For instance, we have not succeeded well in adult literacy programmes in which the basic problem is to motivate the adults to learn and this can not be done by money alone. At the primary stage, we have failed even more miserably in reducing wastage and stagnation because these programmes need human effort rather than money. Similarly, we have not succeeded in restricting enrolments at the secondary and university stages because this needs a change in public attitudes rather than expenditure of public funds. We have also not been able to give a good account of ourselves in programmes of qualitative improvement where, by and large, money does not play a decisive role. Other examples of this weakness can be readily given, but are hardly needed. What has been stated above is enough to show that we have been able to achieve, by and large, what could have been achieved by expenditure of money. But where such expenditure of public funds has to be supplemented by

expenditure of thought or by human effort we have not been able to rise to the occasion and the results have been rather disappointing.

32. It is necessary to point out that such expenditure orientation may not do much harm in a rich country which has plenty of resources and which may try to make up for the shortage of intellectual inputs by investing larger amounts of money. A poor country like ours, however, cannot afford this luxury; it will either have to make up for the shortages of physical and monetary investments by larger inputs of human effort or be content to be swept aside by the strong currents of history. Our objective can be achieved by adopting the following main programmes amongst others :—

- (1) **Cost Consciousness :** Poor countries often adopt educational plans without due regard to the cost involved. As resources available to them are very limited and have to be used in the most economical manner, every scheme they undertake should be submitted to cost-benefit analysis. Alternative uses for the investment of available resources should be carefully weighed and a priority should be accorded to those programmes which yield a better result for a given investment or require a smaller investment to produce the same result.
- (2) **Intensive Utilisation of Available Resources :** Since funds are limited in poor countries, they have to take special steps to ensure that all available resources are most intensively utilised at the existing level of investment. In fact, it should be a matter of policy in planning that additional investments to ensure a better return from existing facilities should be accorded high priority ; and subject to this reservation, new investments should

be permitted only when the maximum possible utilisation of facilities has been obtained at the existing level of investment.

- (3) **Research for the Development of Less Costly Techniques :** An important contribution of science is to make it possible, through research and mass production, to produce things of higher quality at lesser cost. Such a programme has not yet received the attention it really deserves and it is tacitly assumed that better education is necessarily costlier or, what is even worse, that costlier education is necessarily better. The rich countries have not seriously felt the need for such research. But the poor countries cannot do without it.
- (4) **Selective Approach :** There is a general tendency, while planning for education, to undertake too many schemes, and to spread the available resources over too wide an area. This always leads to waste and it is, therefore, necessary to adopt a selective approach on the basis of rational and well-defined priorities. This is necessary even in rich countries because there is always a gap between needs and resources. But in poor countries, this gap is very wide and the need to determine priorities becomes extremely urgent.
- (5) **Human Efforts :** The vicious circle in which poor countries find themselves—poverty leading to non-development of education which, in its turn, leads to still greater poverty—can best be broken through human effort and hard, dedicated and sustained work on the part of all concerned. In fact, poor countries have deliberately to utilise greater human effort to make up for the short-fall of material and monetary resources.

## **Determination of Priorities at Different levels**

33. The seventh important reform is to decide priorities at different levels ; national, state and local. At present, almost every thing is discussed at the national level. Instead, it would be desirable to accord priority, at the national level, to a few crucial programmes which may be called 'national programmes'. Book Production or Science Education, for instance, could be such programmes in the Fourth Plan. Decisions regarding these programmes would have to be taken by the Centre in consultation with the States and, once they are taken, it should be obligatory on every State to implement them effectively and vigorously. In several other matters, and these would form the bulk of the decisions to be made, a system of State-level priorities should be adopted, i. e. each State may be left to make its own best decision in view of local conditions. These would include problems such as making secondary education free of tuition fees and in such matters, no attempt at a national uniformity need be made. In certain other matters, as for instance, in the provision of amenities in schools, and determining the type and scale of non-teacher costs a system of local priorities may be adopted. The State Governments may create appropriate authorities at the district and school levels and leave them free to take decisions, within the powers delegated, and best suited to the local conditions. There should be no need to expect any uniformity in these matters between one district and another. There should also be some choices allowed at the institutional level and there need be no expectation of uniformity about this with regard to all schools of a given category. A system such as this where priorities are decided at the national, state, district and institutional levels in a rational and coordinated manner will be much better than the present trend to take more and more decisions—crucial or otherwise—at the national and State levels and which sometimes results in curbing of local initiative or disregard of local conditions.

## **Coordination**

**34. The eighth important reform is to secure better coordination between different agencies concerned with educational plans.**

- (1) At the national level, the work of several Ministries which deal with different aspects of education will have to be properly coordinated and similar steps will have to be taken at the State level to coordinate work of the concerned Departments.**
- (2) It is even more important and urgent to improve the present process of plan discussions and follow-up between the Centre and the States. As mentioned earlier, this is a discontinuous process at present. The Centre and States discuss their annual plans, but there is hardly any follow-up so that they meet again only when the next annual plan is to be discussed. We suggest that there should be close and continuous contact between the Centre and the States; and the period between the two annual plan discussions should be utilised for close follow-up, project preparation, evaluation, watching over the progress of schemes undertaken and study of allied problems. This will involve, not only calling for periodical reports, but visits of concerned officers from the Centre to the States and vice-versa and the maintenance of a continuous dialogue between them.**

#### IV. PROPOSALS FOR REFORM: EDUCATIONAL ADMINISTRATION

35. To improve the implementation of educational plans, it is necessary to reform educational administration on a priority basis. As is well-known, the Education Departments today are basically concerned with 'maintenance administration' in the sense that most of their time is taken up by keeping things going' and dealing with problems as and when they arise. While there is hardly any justification for such policies at any time, these are hardly defensible at present when the States have to undertake a large-scale and comprehensive programme of educational reconstruction on the lines recommended by the Education Commission. What we need, therefore, are strong Education Departments oriented to 'developmental administration' whose primary responsibility is to keep in touch with the latest and best educational developments, not only in the other States of India, but even in other countries of the world, to anticipate the type of educational programmes that will have to be undertaken and implemented in the State in the years ahead, and to plan its activities in such a manner that the school systems of the State will be able to rise to the occasion and meet the needs and aspirations of the people.

36. The main features of a developmental administration as opposed to a maintenance administration in education are the following :—

- (i) A developmental administration is characterised by its tireless striving towards growth, both in its quantitative and qualitative aspects. It is conscious of and also ever attuned to the 'wider horizons' which a good system of education should always keep before itself and which make education

so challenging and worthwhile an adventure. A continuous and integrated process of planning for the future, an evaluation of past and present experience and the provision of the widest possible opportunities for the professional growth of the administrators, therefore, receive a great emphasis in developmental administration. On the other hand, the system of maintenance administration emphasises the past and the present rather than the future and its horizons are comparatively more limited. Planning and the professional growth of the administrators also play a minor role in such administration which generally emphasises reporting rather than evaluation.

- (ii) A maintenance administration is more oriented towards 'control' and, like a silk-worm, is ever engaged in the endless process of shutting itself up in a prison made out of self-spun rules, regulations, circulars and orders. A developmental administration, on the other hand, is oriented to 'service' and is more out-going and open. It respects the individuality and freedom of educational institutions and teachers and emphasises the provision of essential guidance and extension services, rather than control, and strives to provide a free outlet to initiative, creativity and experimentation on the part of schools and teachers. This also implies that it depends, for the acceptance of its advice and ideas, more on its own 'professional competence' than on its 'status' or 'statutory authority'.
- (iii) A maintenance administration is essentially designed for a static or slowly changing society and for a special order in which there is a greater emphasis on 'conformity' than on 'Individual development'. It, therefore, places a great emphasis on uniformity and



rigidity. A developmental administration on the other hand is designed for a modernising and rapidly changing society in which the emphasis is on individual development rather than on conformity. Its principal business is to bring about desired changes in a planned manner and it continuously strives to adjust its policies and programmes to the needs of individual institutions just as a progressive teacher always strives to adjust his instruction to the needs of his individual students. It, therefore, emphasises flexibility and dynamism.

- (iv) In a system of maintenance administration, there is usually a dichotomy between the 'administrators' and 'teachers', the former being a more privileged and powerful group than the latter. The traffic between the two cadres is generally one-way and a teacher who becomes an administrator remains for ever so and ceases to teach. This dichotomy has serious adverse consequences on the academic freedom and growth of teachers and on the free and full development of education. The developmental administration, on the other hand, is based on a close and continuous collaboration and cooperation between teachers and administrators and provides due scope for the professional leadership of the teachers themselves. The traffic between the two cadres also becomes a two-way affair and passage from teaching to administration or vice-versa is both easy and frequent.
- (v) A developmental administration is both democratic and decentralised. There is good communication between the staff at different levels so that problems and new developments from the field find an easy access to those higher levels where they can

be properly attended to and decisions taken at higher echelons are transmitted quickly, both in letter and in spirit, to the cadres below which have to implement them in the field. At every stage, there is a wide participation by all concerned in the process of evaluation and decision-making so that the workers concerned generally feel committed and enthusiastic about the programmes they have to implement. A maintenance administration, on the other hand, tends to be centralised and bureaucratic and relies for implementation of its policy, more on discipline, based on a system of rewards and punishments, than on intellectual conviction or emotional acceptance of the programmes by the persons who have to implement them.

37. The creation of such a developmental administration is always difficult. But it becomes more so because of the traditions of imperial administration which we have inherited and which we have not yet been able to shake off. For instance, there is an over-emphasis on 'administration' which in our set-up usually means 'personnel administration' and that too, in the narrow power-oriented sense of postings, transfers, confidential reports, enquiries, promotions and demotions, rather than in the broader terms of professional growth through programmes of in-service education. Our administrative system is also largely finance-oriented and a good deal of its time is taken up in financial administration and allied matters. In most Education Departments, a major portion of the time and energy of all officers taken together is devoted to personnel and financial matters and that education proper receives scant attention. Similarly, our departments tend to function in isolated ivory towers of the school system. They have not become public-oriented and have not yet developed closer contacts with the wider society outside consisting of parents or different professional groups such

as agriculturists, business men, commercial entrepreneurs, traders and industrialists. It is obvious that these traditional handicaps will have to be overcome before any significant progress can be made in converting the present system of maintenance administration into a developmental one.

38. The proposals made here are based on the fundamental assumption that the task before the Centre and the States is to change what is essentially a maintenance administration into a developmental one on the lines of the criteria broadly indicated above.

### **Reorganisation of Education Services.**

39. One of the major programmes of educational administration is to improve the Educational Services, both at the Centre and in the States. It was from this point of view that the scheme of the Indian Educational Service (or IES) was put forward and it was hoped that all posts on the administrative side at the district level and above would be en-cadred in the IES. For several reasons, the implementation of the scheme has been held up and it appears necessary to find out some alternatives to it. From this point of view, the following are some of the important suggestions which can be considered :

- (i) It will be necessary to reorganise the Educational Advisory Service which has been created in the Central Ministry of Education. This is a small service and suffers from several weaknesses, the principal among which is that its officers tend to get isolated from the realities of the situation, because they do not get an opportunity to work periodically in the field. To overcome its main weaknesses, the following programmes are suggested.

- (a) The scope of the service should be enlarged by including in it all posts under the Government of India which require educational skills (e.g. posts in the Education Division of the Planning Commission), selected posts in all Union Territories, and certain categories of posts even in the autonomous bodies under the Ministry of Education such as the Central Schools Organisation. If possible, it should also include those States which agree to join it and door should be left open to other States to join it at a later date, if they so desire.
- (b) Some posts in the Central Ministry of Education should be reserved for being filled by nomination of selected officers of State Governments on deputation terms; and in return, officers belonging to the Central service should also be given periodical opportunities to work in the field for corresponding periods with a view to obtaining first-hand experience of educational conditions in the country. Suitable arrangements for this purpose should be made with the States. It is obvious that such arrangements will benefit the Centre as well as the States. The former will have officers who have first-hand knowledge of the field to advise it and the latter will also be better off because its officers can get a chance, once or twice in their service, to work at the national level and thereby improve their vision and competence.
- (c) At the level of Joint Educational Advisers, a certain proportion of posts should be reserved for filling by the appointment of selected

officers from States or universities or by the appointment of eminent educationists. Each such appointment should be normally made for a period of five years ; and if necessary, one extension for a similar period (and no more) may be given.

(ii) It will also be necessary to improve the quality of State Education Departments. For this purpose :—

- (a) The scales of pay of State Education Services should be revised and upgraded.
- (b) On the side of inspection, new posts are not sanctioned in adequate numbers. This is specially so at the primary stage. A more liberal policy in this regard should be adopted in future.
- (c) There should be lateral recruitment from outside at every level up to and inclusive of the District Officers. At present, there is a tendency to push fresh recruitment down to lower and lower levels and to fill all posts at higher levels through promotion from below. Even when a proportion of posts at higher levels is reserved for open recruitment, it is only persons from the service who happen to be selected in practice. Such methods which restrict fresh recruitment to very low levels and promote large-scale inbreeding have disastrous effect on quality and should be avoided.
- (d) For posts at senior levels (i.e. between the District Officers and the Director of Education) where high quality expertise is needed and

policy decisions are taken, only a proportion of posts should be reserved for promotions from below and the remaining posts should be filled on a tenure basis by inviting suitable persons from the teaching wings of the Education Departments, universities, colleges and even schools on the same broad lines that were suggested earlier for the Central Advisory Service. This will broad-base the pool of talent from which senior officers are drawn and will materially help in raising standards of administration. This reform is of special relevance to States where the vast bulk of educational institutions are private and where, in consequence, the largest part of the pool of talent, available is not in the departmental cadres or Government institutions, but in the private sector. Officers selected for such tenure appointment should be given a five-year term in the first instance. If their work is satisfactory, they should be continued for another term of five years, but no more.

- (e) Institutional arrangements should be made to make it possible for a person to transfer himself from teaching to administration and vice-versa. The programme of associating teachers with planning and administration at different levels has already been discussed. This will make it possible to identify administrative talent amongst the teachers and will also give the teachers an opportunity to find out for themselves whether they would like to take up administrative posts or not. An arrangement should, therefore, be available under which teachers who have shown

administrative talent and who desire to work on the administrative side can be posted, on a tenure basis, to work in some administrative posts and to either continue in the job on a long-term basis or revert to teaching, if they so desire. Similarly, opportunities should be available for persons encadred on the administrative side to work in schools or in colleges or even in university departments. Many practical problems will have to be faced and solved in making these arrangements. But the effort would be worthwhile. We should move towards a situation in which : (1) some persons may join the administrative or teaching side and work on that side throughout, and (2) a certain proportion of the total number of officers will move freely from teaching to administration or from administration to teaching according to their choice.

#### **In-service Education :**

40. The second important programme of reform is to organise adequate programmes of in-service education for educational administrators. This is especially so because the present condition in the State Education Departments are far from satisfactory. The following suggestions with regard to this programme are put forward for consideration :

- (i) On first appointment to the administrative or supervisory side, every officer should be required to undergo an induction course. The duration and content of such courses will depend upon the level at which the appointment is made and the type of duties he is expected to perform.

(ii) The object of the in-service programmes should be two-fold.

- (a) To keep the departmental officers in touch with the Government policies as they are evolved from time to time, and
- (b) To keep them abreast of the latest developments in education in India and abroad which have a special relevance to the programmes being developed in the State.

It is suggested that every officer on the administrative and inspecting side of the Department should be required to participate every year in two seminars or workshops of not less than a week's duration. One seminar or workshop should be devoted to discussion of government policies, preparation of plans, review of work already completed, evaluation of schemes, discussion of the problems that arise from time to time, probable methods of their solution and such other allied matters which are necessary for policy formulation and implementation. The second seminar or workshop should be devoted purely to academic and educational issues, the object being to deepen the knowledge and understanding of the officers with regard to academic problems which they are called upon to face. These seminars should be organised for all the Departmental officers—gazetted as well as non-gazetted. The responsibility for organising the first type of seminars should be on the District or Divisional officers in so far as non-gazetted officers are concerned. They should get academic assistance in this from the State level organisations. With regard to gazetted officers, the responsibility should be on the Directorate of



Education and the State Institute of Education should be the co-ordinating and implementing agency.

In addition, it may also be necessary, from time to time, to organise in-service courses of various duration for officers of different categories such as, for example, subject inspectors. These should be organised in appropriate institutions at the State or national levels.

- (iii) Every Department should run a good journal for its officers. This should be located in the State Institute of Education and its object should be the same as that of the two groups of seminars—to acquaint the officers with governmental policies and with the latest trends of educational thought. The journal can be effectively used for cross-fertilization of experience by reporting on good work done in different parts of the State. It will also provide a good opportunity to the Departmental officers to put forward their ideas.
- (iv) The system of sabbatical leave under which an officer gets six months leave after every six years of service for further studies and refreshing his knowledge is also of great significance. In the old days, the Government of India had a scheme of 'furlough studies'. Under this scheme, an officer of the Department could take six months leave, on average pay, for study of any special problem which he proposed and which the Government approved and on which he was required to submit a detailed report on return from leave. Some very valuable studies have come out in this way, and what is even more important, they have been an excellent source of self-renewal to the officers themselves.

Some such schemes will have to be devised and adopted.

- (v) There should be a system under which the officers of the States are periodically deputed for the study of special problems, to other States of India. This will help the State Education Department to keep in touch with important developments in other parts of the country. It will also provide a good tool for intellectual renewal for the officers deputed.
- (vi) The Government of India should make plans of running in-service courses for officers of the State Education Departments in different fields. The Ministry of Education, the NCERT and the Asian Institute of Educational Planning and Administration are in a special position to conduct advanced level courses of such type, particularly because they can draw upon international expertise and experience and also because they are in touch with what is happening in all parts of the country. The State Governments should adopt a liberal policy in deputing their officers to such training programmes and thereby help them to keep in touch with the developments at the national and international levels.
- (vii) It is desirable to give a proper orientation to officers of other services who are required to deal with educational problems or programmes. Suitable arrangements for this should be made, both at the State and national levels.

41. The Education Commission has recommended the establishment of a National Staff College for Educational Administrators.\* One of the major programmes of this Institution

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\*The Report of the Education Commission: PP. 461-62.

would be to provide in-service education to all senior officers of State Education Departments (at the district level and above). It will also conduct research and studies in problems of educational administration. We attach great importance to this institution and recommend that it should be set up immediately and developed to its full stature by the end of the Fourth Five Year Plan. The possibility of developing it, as an Indian wing of the Asian Institute of Educational Planning and Administration, should be explored.

42. Provision of facilities for professional advancement is a good thing, but individual officers will react differently, to it: some will grow and others may not. It is, therefore, necessary to provide some incentives for actual professional growth shown by the officers of the Department. The publication of research papers or valuable studies by officers of the Department should be regarded as a mark of distinction to be noted in the service record. In suitable cases, this should also be rewarded by advance increments or other forms of official recognition. In making promotions to higher cadres, the evidence of professional growth shown by the officer should be an important criterion.

43. While programmes of in-service education of the type described above are indispensable and should form an integral part of the organisation of every Education Department, they will show results only over a period of time. We now stand at a critical juncture when an intensive effort for educational reconstruction has to be launched all over the country and sustained for the next 15-20 years. This requires a large-scale and intensive programme of re-orientation of all educational administrators within a year or two. While attempts to develop in-service training programmes on the above lines should therefore be undertaken in earnest, it is equally essential to supplement them by an extensive programme of in-service education in which all officers in educational administration at all levels will be reoriented to the complex and

difficult tasks of educational reconstruction that the country has to face and the immediate programme of action that has to be undertaken. The Centre and the States should fully co-operate in developing this programme which should be developed at the district, State and national levels for different categories of officers.

### **Institutional Arrangements for Programmes of Qualitative Improvements :**

44. The third important programme for reform in educational administration is to create appropriate institutional and personnel arrangements to look after programmes of qualitative improvement. During the last 20 years, the emphasis has been on expansion of educational facilities and rightly so. But a stage has now come when it should shift increasingly to improvement of quality. In the next 20 years or so, therefore, a major task before the Education Departments in the States will be to strive their utmost to improve the quality of education. It is to this task for which they have now to equip themselves properly.

45. The quality of education is the result of a large number of factors. These include : quality, competence and dedication of teachers; quality and motivation of students; atmosphere of sustained hard work in educational institutions; provision of facilities; improved curricula; dynamic methods of teaching and evaluation; research; quality of supervision and guidance; and favourable social atmosphere in which the educational institutions function. In dealing with problems of educational administration, however, we are concerned mainly with two aspects : (1) institutional structures needs for securing quality improvement, and (2) supervision and guidance to educational institutions. It is these two problems that will be discussed in this section and the next.

46. Till 1947, the tradition of the Education Department has been opposed to the creation of any specialised institutions

looking after programmes of qualitative improvement and also to the appointment of special functionaries whose main object will be to look after the improvement of quality. The general theory was that every officer of the Department should be charged simultaneously with the responsibility of looking after the day-to-day administration as well as programmes of qualitative improvement. For a long time, this theory did work fairly successfully in practice because the administrative work of the Departmental officers remained within reasonable bounds and they could have adequate time at their disposal to look after programmes of qualitative improvement. But as the administrative pressure began to grow, the work of qualitative improvement tended to be neglected and a situation was reached, by 1950 or so, when the departmental officers could manage to cope with the pressure of administrative work somehow but had hardly any time to look after the qualitative programmes. This situation has become worse still at present.

47. Thus the idea arose that programmes of qualitative improvement will not come into their own unless some special functionaries are set apart for the purpose and unless some special institutions charged with this responsibility are created. The experiment is being tried for more than fifteen years now in different areas, both at the Centre and in the States. Subject specialists are being appointed in the States and more and more subject inspectorates devoted to specific programmes are being organised. The Government of India established a number of institutions for qualitative improvement. These, for instance, included: the Central Bureau of Textbook Research; the Central Bureau of Educational and Vocational Guidance; the National Institute of Audio-Visual Education; the National Institute of Basic Education; the National Institute of Fundamental Education; the Directorate of Extension Programmes for Secondary Education; the Central Institute of English; and so on. Counterparts of such institutions have also sprung up

In most States and include State Institutes of Education ; Institutions of Audio-Visual Education; the State Bureaux of Educational and Vocational Guidance ; State Evaluation Units ; and State Institutes for Science and English ; etc. A review of these programmes brings out the main point that these institutions have succeeded best where two main conditions have been fulfilled. The first was that the Department should have chosen their best officers for these programmes or institutions. This was not always easy because the old administrative functions had a prestige and a power which made an officer generally unwilling to leave the administrative side and take up an academic position meant for improving quality. Very often, therefore, the State Governments selected unwanted or less competent officers and placed them in-charge of these programmes. The consequences were, to say, the least, disastrous. The second was that these specialised officers who had taken over academic responsibilities must have the cooperation and support of the general administrators who had authority and influence so that their ideas and programmes could be taken up by the schools quickly and effectively. In several cases, this co-operation did not come forth and in some instances, there was actual hostility. Under such circumstances, the programmes either received a set back or did not develop adequately.

48. In the light of the experience gained in the past, therefore, the following proposals can be made for the institutional structures needed to promote programmes of qualitative improvement :—

- (i) The principal object of these institutional structures is to bring together professional persons with the necessary expertise to examine the different problems of school education, to devise suitable solutions to them and to make their findings available to the teaching community and the schools.

- (ii) The universities have, so far, remained aloof from school education. It is now necessary to involve them in this effort to improve school education through research, improvement of curricula, discovery of new methods of teaching and evaluation, training of teachers, discovery and development of talent and preparation of textbooks and teaching and learning materials. There should, therefore, be a scheme under which grant-in-aid could be available to university departments if they undertake programmes of this type.
- (iii) There is also need of an apex institution for this purpose at the national level. This has been met by the creation of the National Council of Educational Research and Training whose main object is to strive to improve quality of school education.
- (iv) It will also be necessary to establish State level organisations for improvement of school education. It may be desirable, on the lines of the action taken at the centre, to create a State Council of Education or a State Institute of Education as a counterpart organisation of the NCERT. Alternatively, there could be a few key organisations at the State level whose primary responsibility will be to improve school education. These, for instance, may include: the State Board of School Education; the State Institute of Education; the State Board of Teacher Education; the State Bureau of Textbook Promotion and Curriculum Research and the State Evaluation Organisation; the State Institute of Science, the State Institute of English, and the State Bureau of Educational and Vocational Guidance.
- (v) At the district level, there should be an adequate

organisation to look after qualitative programmes. This should be headed by the District Education Officer. All heads of training institutions in the district and associations of teachers at the district level should also be intimately involved with this programme.

49. While operating this institutional organisation, special attention will have to be given to the following points :

- (a) They should be staffed by the best people we can get and for that purpose, the remuneration provided to the officers working in this section should be sufficiently attractive.
- (b) They should be required to function, not in isolation, but in close and continuous collaboration and co-operation with one another. For instance, the NCERT should work in close collaboration with the organisations at the State level and with the university departments. The State level organisations, on their part should work in close collaboration and cooperation with the university departments and with the organisations at the district level. The district level organisations should maintain close liaison with the schools and teachers through the school complexes.
- (c) The work of these organisations should be regarded as an integral part of the Union Ministry of Education and the State Education Departments and should receive their full cooperation and support.

50. It is obvious that, if such a structural organisation is created, a link will be established between the class-rooms where the teaching process essentially takes place and research and apex organisations in the universities and at the State and



national levels. This will make it possible for problems from the field to be taken in high level laboratories where they can be solved and, to carry, quickly and effectively, solution to problems or new ideas and programmes developed at the national or state levels and in university departments to the thousands of class-room in the country.

### **Supervision and Guidance to Schools.**

51. Side by side with the above, steps will have to be taken for providing better supervision and guidance to schools. Some proposals to this effect have already been referred to, namely, preparation and implementation of institutional plans, reorganisation of State Education Departments, adoption of school complexes and the introduction of panel inspections. It is also essential to strive to improve the quality of inspections through evolution of better criteria and training of officers. In addition to these, two more programmes may be mentioned. The first is to increase the number of inspecting officers. At present, the load per inspecting officer, in terms of the number of institutions in his charge, varies from 22 to 246, with an all India average of 51. Similarly, the load per inspecting officer in terms of the number of teachers within his jurisdiction varies from 94 to 1091, with an all India average of 191 \* In some areas, therefore, there is an urgent need to increase the number of inspecting officers.

52. The second programme to appoint, in addition to the general inspecting officers, a group of specialist officers to deal with aspects of educational development which are mostly qualitative in character and which need certain special skills. At present all inspecting officers in the district are 'generalists' in the sense that they have not specialised in the teaching of any particular subject or in the development of any specific programme. If quality of education is to be improved, it is

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\*Please see Annexure I.

necessary to supplement a general inspection by a good deal of specialised guidance. It is, therefore, suggested that, in every district, there should be a number of specialist inspectors. These could be of two types: (1) specialist inspectors dealing with the teaching of subjects included in the curriculum such as science, mathematics or English; and (2) specialists in programmes like physical education, examination reform or curriculum construction.

53. It may be pointed out that the specialist inspectors will function in a different way from the generalist inspectors. They will not depend so much on inspecting schools or paying them short visits. Their main responsibility will be to give guidance to teachers and they would, therefore, work chiefly through organising programmes of in-service education, producing materials, etc.

54. Some specialist inspectors can be provided without any additional expenditure either because the load per inspecting officer is on the low side or because the appointment of specialist inspectors, in itself, will replace generalist inspectors to some extent. Persons working as generalist inspectors could then be carefully selected and given special training in the programme proposed to be developed such as examination reforms, and appointed as specialist inspectors. The possibilities of developing the programme in this manner should be fully explored as it does not involve any additional expenditure and will result in considerable qualitative improvement.

55. For other specialist inspectors, new posts will generally have to be created, especially for subject inspectors. A beginning may be made in some districts with important subjects like science and the programme may be extended to other subjects and districts as funds become available. The target should be to have at least three to five subject specialists, working as a team in each division or a group of districts in the first instance and ultimately in each district.

## Procedures

56. The fourth important programme of administrative reform is to modernise departmental procedures and practices which, at present, are very often unsatisfactory and unsuitable to the requirements of a developmental administration. This is because they have grown up more or less in a rule-of-thumb manner, from precedent to precedent, and there has been little philosophical discussion of the issues involved. What is now needed is a determined effort to streamline and improve these procedures. In this context, the following observations of the Education Commission may be of interest :

The study of educational administration developed in the USA out of one peculiar feature: the variety of administrative practices in the different States which arose from the fact that education was a State subject. This variety led to a comparative study of different practices in each aspect of administration. This comparison was originally restricted to mere tabulations which showed the differences. But it soon led to a discussion about the origin of these differences, the fundamental principles on which each such practice should be based, and a comparison of the relative advantages and disadvantages of different practices. Out of this arose a science of educational administration when the States were confronted with those comparative studies year after year, they were stimulated to think and to make innovations. This happy and fruitful cross-fertilisation of administrative practices has not occurred in India. There are hardly any comparative studies in educational administration with the result that the intellectual contact between the different State Education Departments is very little. We find officers in every State Education

Department who know about USA, UK, or USSR, but they do not know what is happening in other States of India. If periodical comparative studies in educational administration could be prepared and the State Education Departments closely involved with them, this sad picture would soon disappear and administrative efficiency will begin to rise.

(pp. 462-63 of the Report of the Education Commission).

57. For the development of such comparative studies and improvement of procedures, the following measures may be adopted :—

- (i) The Education Commission has recommended the establishment of a National Staff College for Educational Administrators. This will be the apex institution for research in educational administration and planning and for providing advanced level inservice training to senior officers of the State Education Departments (District level and above). It should be a specific and important responsibility of this National Staff College to make a comprehensive study of administrative practices in different States and to bring them to the notice of all State Education Departments. Some of the practices and procedures on which information needs to be collected are : admission practices to different categories of educational institutions ; grant-in-aid systems to different categories of institutions ; procedures for selection of teachers ; methods of evaluating the work of teachers ; methods of internal and external evaluation ; evaluative criteria for different categories of institutions ; methods of distribution of salaries to teachers ; methods adopted for bringing the school

and community together in programmes of mutual service and support ; procedures for preparation and approval of text-books; job analysis of supervisory and administrative personnel of different categories ; etc. The list is merely indicative. It may be an advantage to address all the State Education Departments and invite suggestions from them for their needs and priorities in the comparative study of practices and procedures or discuss them in conferences of Education Secretaries and Directors of Education which are held annually.

- (ii) In each State Education Department, there should be an O & M (Organisation and Methods) and Work Study Organisation whose principal concern should be to examine the existing practices and procedures of the department continually and strive to improve them.
- (iii) In the annual Seminars which will be held at all levels for acquainting the officers of the department with programmes and policies of Government, one of the important points to be discussed should be changes of procedures and practices, if any, which the officers have to suggest. The wearer knows where the shoe pinches and there are no persons better suited to suggest reform of existing practices and procedures than the officers who use them from day to day. The main thing is to make them conscious of the problem and to provide them with an opportunity to put forward their views.
- (iv) An officer-oriented system should be adopted to the extent possible. While it is necessary to avoid appointment of unnecessary subordinate staff, care has also to be taken to see that the time and

energy of officers is not wasted over tasks which could be conveniently performed by personnel at lower levels.

- (v) One important reason for delay in implementation and inconvenience to public is inadequate delegation of authority. Step should, therefore, be taken to see that powers, administrative and financial, are delegated to the district level to the largest extent possible and that the main function of the Directorate of Education is general coordination and matters of policy. Care should also be taken to see that powers delegated are effectively utilised at each level.

58. One point deserves notice in this context. A continuous improvement of procedures and practices requires officers who have an openness of mind and a spirit of enquiry. On the other hand, institutional arrangements of the type indicated above will be effective in stimulating proper attitudes among the Departmental officers. A programme for the reform of procedures and for improving the quality of educational administrators should therefore go hand-in-hand.

### **Flexibility and Dynamism :**

59. The fifth programme of the administrative reform is to make the functioning of Education Departments flexible and dynamic. The present system of educational administration lays considerable stress on confirmity, uniformity and rigidity. We almost seem to work on the principle that either all move together or none moves; and the net result of this assumption is that no one moves. These attitudes which are characteristic of a static society have to be abandoned. The modernising society which we desire to create in India has necessarily to be flexible and dynamic. As the Education Commission observed : "In the rapidly changing world of today, one thing is certain : yesterday's educational system

will not meet today's, and even less so, the need of tomorrow."

60. Flexibility and dynamism are always desirable in every educational system, but there are special considerations which make these elements almost crucial in India. The problems of Indian education are extremely complex and in almost all cases, there is no single answer that can apply to all conditions. The social and economic conditions vary largely from one part of the country to another; and the level of development of education shows very large variations from State to State or district to district. Under such circumstances, this immense diversity becomes a handicap and a great hindrance to progress if one desires to have a single solution or a uniform programme for all parts of the country. On the other hand, this very diversity becomes an asset if one were to adopt a flexibility and a dynamic approach because it makes a large scale experimentation of different kinds simultaneously possible and thus provides the means of arriving at the truth more quickly and at less cost. The Report of the Education Commission has, therefore, placed great emphasis on this element of flexibility and dynamism as the key-note of the educational reconstruction to be undertaken in the immediate future.

61. A few examples of this have been given below to clarify this important concept.

- (i) At present, our system is that all schools in a State or all colleges in a university must have uniform curricula and that changes therein are introduced simultaneously all over the State or in the entire area of a university. This makes curricular changes difficult. Moreover, the curricula remain at a low level because they are framed for the average of weak institutions in view rather than for the progressive ones. This also creates a gap

between the facilities available in an institution—these show vast variations and the uniform curricula that are imposed on all of them. It is therefore necessary to have more than one curricula or at least two different curricula (advanced and ordinary) and to leave it to schools to adopt one or the other according to the facilities they can provide. An attempt should also be made to introduce the advanced curricula, once adopted, to all institutions under a carefully phased programme and then to start the programme once again at a more advanced level.

- (ii) At present there is a fairly rigid tie-up between the subjects studied by a student at the school stage and those to be selected by him at the university stage. For instance, a student desiring to go in for medicine or engineering must take a decision to opt for science as early as class IX or age 14. This attempt to force a child to choose his career at so early a stage is as harmful, says Dr. Kothari, as child marriage. Similarly, the combinations of subjects permitted for the first and second degree are also restricted from several points of view. A student at the university stage, for instance, is not permitted to opt for the study of two modern Indian languages although such bilingual teachers are badly needed. The Education Commission has, therefore, recommended that our approach to curricula should be more flexible that the link between the subjects taken at the school stage and these at the first degree should be less rigid, that combination of subjects permissible for the first and second degrees should be more flexible and that special efforts should be made to permit interdisciplinary studies.



- (iii) The objectives of the first degree courses in general are rather restricted. The attempt to vocationalise secondary education to divert students into different walks of life and to reduce pressures on university admissions has not succeeded. As there is a great lure for the university degree, it has been suggested that it might be worthwhile to consider ways and means by which different types of vocational elements can get into the first degree courses and make it more useful. Similarly, the courses for the second degree are often restricted to a single objective of high level specialisation, although it is necessary that they should be also oriented to two other equally valid objectives, viz. preparing teachers for schools and catering for the needs of students who are still interested in broad connected areas and who may attempt specialisation at the Ph.D. level. Such a flexible approach to curriculum planning at the university stage has yet to come into vogue.
- (iv) A flexible and dynamic approach is also needed to improve the methods of teaching and evaluation. We have educational institutions functioning at different levels of efficiency and the spectrum of variations is immense. In a situation of this type, there is a place for detailed syllabuses, textbooks, external examinations, frequent inspections and well-defined rules. The average teacher, who wants security rather than opportunity for creativity, will welcome such support. But the work of the best teacher will be crippled if they are not permitted, encouraged and helped to go beyond the departmental directions. The success of an educational reform will, therefore, depend upon a flexible and dynamic approach adopted by the Education

Department under which a good school or a good teacher will be encouraged to go a head while the necessary supports are provided to the weaker institutions or teachers.

- (v) Even in the field of expansion, a flexible policy is called for. There are some areas where the expansion of general secondary and higher education has reached large proportions and is creating difficult problems of educated unemployment. At the same time, there are classes and areas where secondary and higher education has just begun and where intensive efforts for its expansion would be needed. State support to expansion should be limited to areas in this latter category only.
- (vi) With regard to the medium of instruction at the university stage also, a pragmatic and elastic approach is required. It would not be correct to say that the use of English as a medium is necessary for maintenance of standards because, in a large number of class-room situations, the students now have such weak command over English that it is the use of English as a medium of instruction that has become the most important cause of the fall in standards. On the other hand, it may not be possible to adopt the use of the regional languages as media in all situations. In courses of such specialised character that we can maintain only one or two institutions for the country as a whole and where the number of students would be extremely limited, the medium of instruction will have to be English until, at some future date, it is replaced by Hindi. What is needed, therefore, is a flexible approach guided by one over-riding consideration, namely, the maintenance of standards.

- (vii) At present, the grant-in-aid codes generally provide uniform grants-in-aid to all institutions. For instance, in a State, the grants to secondary schools are given at 50 per cent basis of their approved expenditure and the same rule will apply to the best schools as well as to the worst ones. This policy of uniformity has to be replaced, as the Education Commission has recommended, by one of professional discrimination. There should be a uniform grant at a given level of maintenance for all institutions. But there should also be additional special grants—recurring and non-recurring—which are given to selected institutions on the basis of their promise and performance.

62. A system of education which expects conformity and is based on rigidity and uniformity is very easy to administer, while an educational system based on flexibility and dynamism is extremely difficult to handle and requires teachers and educational administrators of high competence and integrity. There is, however, no escape from attempting this task. In a modernising society where the rate of change and growth of knowledge is very rapid, the educational system has to be flexible and dynamic. It must give freedom to its basic units—the individual pupil in a school, the individual teacher among his colleagues, and the individual school (or clusters of schools) within an area to move in a direction or at a pace which is different from that of other similar units within the system without being unduly hampered by the structure of the system as a whole. This is difficult but not impossible provided we can build up two main resources; competent and dedicated teachers and efficient educational administrators who can discriminate between school and school, between teacher and teacher and adopt a flexible mode of treatment for individuals or institutions at different levels of development and who will continually strive to promote initiative, creativity and experimentation on the part of the teachers

## **V. PROPOSALS OF REFORM: EVALUATION**

63. The need for continuous evaluation of programmes is obvious. In fact, planning, implementation and evaluation are organically related processes and prepares for difficulties likely to be encountered in implementation, while evaluation determines the difficulties that still remain and shows how they can be overcome. It is unfortunate that adequate emphasis has not been placed on evaluation or research so far. We suggest that, in the years ahead, much greater emphasis should be placed on evaluation and educational research should be vigorously promoted.

64. There are three types of evaluation which will have to go on simultaneously and continuously :

- (i) The first and the simplest form of evaluation is one in which every teacher, every officer of the department and every institution has to be engaged. In the preparation and implementation of institutional plans, it has been suggested that the progress made by the institution should be periodically reviewed by the institution itself in the first instance. Similarly, teachers will have to evaluate their own work periodically and similar action will also have to be taken by every officer of the department. The State and Central Governments also will have to evaluate their programmes periodically to ensure that their objectives are being attained quickly, effectively and economically. Such self-evaluation is most conducive to progress.
- (ii) The plans, programmes or schemes undertaken by the organisations at the district level, by State Governments or by the Centre also need evaluation.

In fact, every important scheme included in the plans should contain, as an integral part thereof, a provision for its periodical evaluation. Such provision should state the objectives of evaluation, its procedure, agency and timing. In short, just as teaching and evaluation go together, the formulation of a scheme and its evaluation should be regarded as inseparable and included in plans in an integrated fashion. These programmes are best developed by the State Governments who should seek, where necessary, the assistance of the Government of India and the universities.

- (iii) There are some aspects of planning which will have to be evaluated at the highest level. For instance, there is the very important question of the contribution which education makes or can make to national development. Today, this is almost axiomatically assumed and there is very little effort, in concrete terms, to ascertain whether education is or is not promoting national development. Similarly, there is the important question of man-power utilisation, man-power requirements or employment opportunities. Continuous research and evaluation has to be undertaken to make forecasts of man-power needs, to study man-power utilisation and to discover better methods and techniques to relate the output of the educational systems with man-power needs, or employment opportunities. There is also the problem of the quality of education. It is necessary to evaluate the products of educational system at various levels and in different categories of institutions to determine the extent to which they really come up to expected standards. It should be the responsibility of the Ministry of Education and the Planning

Commission to promote such research, which has necessarily to be of an inter-disciplinary character. University departments of eminence could be advantageously involved in such evaluation programmes.



## VI UNIVERSITY ADMINISTRATION

65. We have spoken so far about the administration of the Education Department only. The administrative problems of universities are also complex and difficult and need attention. We generally endorse the recommendations made by the Education Commission on this subject and suggest that the Indian Wing of the Asian Institute of Educational Planning and Administration should also take up research studies into these problems in collaboration with the University Grants Commission and arrange appropriate training programmes for the university staff of higher cadres.

66. We recommend that the Planning Commission should set up another working party under the chairmanship of the Director, Asian Institute of Educational Planning and Administration, to go into the details of these problems and to prepare a concrete programme of action, during the Fourth Five-Year Plan, for improvement of University administration.



## VII. PRIORITY FOR ADMINISTRATIVE REFORMS

67. The programmes for reform in educational planning, administration and evaluation which have been indicated above, need to be developed on a basis of high priority during the Fourth Five Year Plan.

68. During the last twenty years, there has been a good deal of expansion in all State Education Departments. But unfortunately this expansion has not kept pace with the expansion of educational facilities. In 1946-47, for instance, the total expenditure on Direction and Inspection was Rs. 1.8 crores or 3.2 per cent of the total educational expenditure. This in itself was inadequate and ought to have been about 5 per cent or so. In 1965-66, the figure increased to Rs. 11.4 crores or nearly to six times. In the same period, the educational expansion was even greater and the total educational expenditure increased from Rs. 58 crores to Rs. 600 crores. The proportion of the expenditure incurred on Direction and Inspection to total educational expenditure, therefore, actually declined to 1.9 per cent.\*

69. This trend in the progressive decline of the expenditure on educational administration has been conspicuous in the last twenty years, and more so recent in the three annual plan years. It has been our experience that funds required for improvement of administration and inspection are not generally provided on an adequate scale in the State plans and, even when they are provided, they become the first victim of reduction. This is a 'penny-wise and pound-foolish' policy because, while a small amount of administrative expenditure is saved, a much larger amount of expenditure on education becomes infructuous for lack of adequate supervision and guidance.

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\*The Statements of expenditure on Direction and Inspection are given in Annexure II and Annexure III.



70. It is unfortunate that there is no adequate realisation of the serious damage that has been done to educational administration by this policy. In most instances, the quality of educational administration has deteriorated, and, in some, it has actually broken down. A few illustrations will clarify the position :—

- (i) The Director of Education is so pre-occupied with his file work that he is no longer able to tour as frequently as in the past. He cannot, therefore, maintain a close and a personal touch with the district level officers nor provide them with necessary guidance and intellectual stimulation. Even the divisional officers, where they exist, suffer from the same difficulties.
- (ii) In their turn, the district officers also have become overburdened with work. In 1881-82, the total educational expenditure in India as a whole was about Rs. 18 million. Today the expansion has been so great that an average district spends about Rs. 25 million on education. And yet, the quality of the district officer has not been strengthened and his staff has not expanded in proportion. The time of the inspecting officers—whose numbers generally continue to be very inadequate—is so taken up with administrative routine, that they have hardly any time—and in some cases not even the ability—to give appropriate guidance to the schools and the teachers. Consequently, schools remain unvisited or uninspected for long periods and the quality of inspection has gone down considerably.
- (iii) The Education Departments have taken over several major responsibilities but without any provision for a suitable administrative machinery for the purpose.

For instance, school text-books have been nationalised, on a large scale, by most State Governments; and yet, no satisfactory machinery has been created within the Department to look after this programme. Consequently, the work of text-book production greatly suffers. What is worse, the time of the existing administrative and inspecting machinery, inadequate as it is, is taken unduly by such new responsibilities at the cost of their legitimate duties. In one State, for instance, the district Inspector has practically become a bookseller. In another he has to spend about two thirds of his time in distributing salaries of teachers.

71. Instances of this type can be easily multiplied, but the few typical ones given above will show the present unhappy condition of Education Departments and the low levels to which administrative efficiency has fallen in recent years. It is both imperative and important to reverse this trend. Educational administration is a crucial sector and investment therein brings rich dividends.

72. We therefore recommend that funds should be provided, on a basis of high priority, for strengthening and improving educational administration. A satisfactory norm in this respect would be that expenditure on educational planning, administration and evaluation, including research and in-service education of teachers, headmasters and educational administrators, should be of the order of about 5 per cent of the total educational expenditure.

73. We recommend that the following schemes should be included in the Fourth Five Year Plan for improving educational planning, administration and evaluation :

	(Rs. in crores)
1. National Staff College of Educational Administrators.	0.70
2. Training of Educational Administrators at the State level through the State Institutes of Education.	3.00
3. Training of Headmasters, Inspecting Staff in Institutional planning etc.	2.00
4. Publication of journals and other reading materials.	0.50
5. Deputation of Central and State administrative personnel for Inter-State studies and tours.	0.10
6. Seminars and Conferences for Educational Administrators of Higher Education.	0.20
7. Upgrading the posts of Inspectors of Schools and D.E.Os. from Class II to Class I.	1.00
8. Additional staff at the District level and subject Specialists and Supervisors.	9.00
9. Statistical and other technical staff at the district level.	1.00
10. Full-fledged planning and statistical units at the State headquarters.	3.00
11. Reorganisation and strengthening of Educational Administration at the Centre.	0.50
12. Educational Evaluation	1.00
<b>Total :</b>	<b>22.00</b>

74. It will help to watch over the development of these programmes if the expenditure on educational administration is shown as a separate sector in the plans.

## VIII. MAIN RECOMMENDATIONS

75. We give below our main recommendations for convenience and reference :

- (1) The plans drawn up, at present, merely indicate financial allocations to selected educational programmes. Instead, comprehensive educational plans should be formulated. (Para 11)
- (2) There is need to adopt a broad-based and decentralized system of educational planning and, to that end, to prepare well-coordinated plans at the institutional, District, State and National levels. (Para 12)
- (3) The base for this new process of educational planning will be provided by Institutional Plans. (Paras 13-18)
- (4) The District should be taken as the basic unit of educational planning, development and administration. District Plans should be introduced on a pilot basis in a few districts in every State with effect from next year. By the end of the Fourth Plan, planning at the District level should become universal. (Paras 19-22)
- (5) The State Plans are very important and the centre of gravity of the entire planning process in education will have to be at the State level. (Para 23)
- (6) It is the responsibility of the Central Government to take a long-term and coordinated view of educational development and to ensure that regional imbalances

between States are minimised. Special programmes will have to be developed in the National Plan from this point of view. (Para 24)

Planning should also be a two-way process—from above as well as from below. (Para 25)

- (7) There is need to involve teachers intimately and effectively in the preparation and implementation of educational plans. (Paras 26-27)
- (8) Necessary training should be provided to persons concerned with formulation and implementation of Plans. (Para 28)
- (9) The project preparation technique for formulating educational development programmes should be adopted. (Paras 29-30)
- (10) Expenditure orientation of our educational development programmes should be reduced and efforts should be made to develop and adopt techniques of planning suited for developing countries. (Paras 31-32)
- (11) For effective educational planning, it would be necessary to decide priorities at different levels—National, State, District and Institution. (Para 33)
- (12) There is an urgent need for securing better co-ordination between different agencies concerned with educational planning and for better coordination between the Centre and the States in the work of plan formulation and plan implementation. (Para 34)
- (13) The most urgent task in the field of improving the implementation of educational plans is to change

the present "Maintenance Administration" to "Developmental Administration". (Paras 35-38)

- (14) The new concept of "Developmental Administration" involves considerable reorganization of educational services of the Centre and in the States. (Para 39)
- (15) The organisation of adequate programme of in-service education for educational administrators should receive the highest priority in our Plans. On first appointment to the administrative or supervisory-side, every officer should be required to undergo an Induction course. The duration and content of such courses will depend upon the level at which the appointment is made and the type of duties he is expected to perform. In addition, several different programmes of in-service education need to be developed to keep the departmental officers abreast of the latest developments in the field and the policies and programmes of Government. These may include annual seminars on education and administrative matters, conduct of journals, sabbatical leave, visits to other State, etc. (Para 40)
- (16) We attach the greatest importance to the Education Commission's recommendation regarding the establishment of a National Staff College for Educational Administrators and recommend that it should be set up immediately and developed to its full stature by the end of the Fourth Plan. The possibilities of developing it as an Indian wing of the Asian Institute of Educational Planning & Administration should be explored. (Para 41)
- (17) It is necessary to provide incentives for actual

professional growth shown by officers of the Department. (Para 42)

- (18) While attempts to develop inservice training programmes should be undertaken in earnest, it is equally essential to supplement them by a crash programme of inservice education in which all officers in educational administration at all levels will be reoriented to the complex and difficult tasks of educational reconstruction. The Centre and the State should fully cooperate in organising this programme which should be developed at the District, State and National levels for different categories of officers. (Para 43)
- (19) Appropriate Institutional and personal arrangements to look after programmes of qualitative improvement are necessary if educational administration is to be reformed. These will include the NCERT at the national level, the State Institutes of Education at the state level, appropriate organisations at the District level, and the school complexes. (Paras 44-50)
- (20) Steps will have to be taken to provide better supervision and guidance to schools. This will include, amongst others, an increase in the strength of inspecting officers where necessary and the appointment of subject inspectors. Efforts are also needed to improve the quality of inspection. (Paras 51-55)
- (21) The departmental procedure and practices, which at present are very often unsatisfactory and unsuitable to the requirements of developmental administration, should be reformed. Comparative studies of administrative practices will greatly help in this.

Attention has also to be paid to such programmes as the adoption of the officer-oriented system, establishment of an O & M Organization in each State Education Department, and particularly to securing an adequate delegation of authority. (Paras 56-58)

- (22) The functioning of the education departments should be made flexible and dynamic. (Paras 59-62)
- (23) It is suggested that in the years ahead, much greater emphasis should be placed on evaluation and educational research which should be vigorously promoted. (Paras 63-64)
- (24) The Indian wing of the Asian Institute of Educational Planning and Administration should take up research studies in the administrative problems of universities in collaboration with University Grants Commission and arrange appropriate training programmes for the University staff of higher cadres. A special Working Party should be set up immediately to work out the details of a programme of action. (Paras 65-66)
- (25) The programmes for reform in educational planning, administration and evaluation need to be developed on a basis of high priority during the Fourth Five Year Plan. Adequate funds should be provided for strengthening and improving educational administration. A satisfactory norm in this respect would be that expenditure on educational planning, administration and evaluation, including research and inservice education of teachers, headmasters and educational administrators should be of the order of about 5% of the total educational expenditure. (Paras 67-72)



- (26) A provision of Rs. 22 crores is recommended for various schemes relating to improvement of educational planning, administration and evaluation. It will help to watch over the development of programmes relating to educational planning, administration and evaluation, if this expenditure is shown as a separate sector in the Plans. (Paras 73-74)

**NEW DELHI,  
18th September, 1968.**

J. P. NAIK  
M. B. BUCH  
D. A. DABHOLKAR  
B. DUTTA  
R. K. KAPUR  
M. V. MATHUR  
S. N. MEHROTRA  
B. MEHTA  
D. P. NAYAR  
V. V. SATAV  
J. C. SAXENA  
N. SRINIVASAN  
N. D. SUNDRAVADIVELU  
S. N. SARAF

**Annexure I**  
**PLANNING COMMISSION**  
*(Education Division)*

*Number of teachers per officer in State Educational Directorate and Inspectorate  
connected with Direction and Inspection of Schools—1964-65*

State/Territory	Total staff connected with Direction and Inspection	Total No. of teachers in Schools for General Edn.	No. of Teachers per officer
1	2	3	4
Andhra Pradesh	726	1,36,453	188
Assam	409	58,458	143
Bihar	1,177	1,30,496	111
Gujarat	170	98,116	577
Jammu & Kashmir	65	15,476	238
Kerala	254	1,23,195	485
Madhya Pradesh	1,032	1,22,614	113
Madras	502	1,85,150	369
Maharashtra	181	1,97,481	1,091
Mysore	637	1,06,756	168
Nagaland	28	2,947	105
Orissa	703	66,170	94
Punjab	722	76,271	106
Rajasthan	551	69,266	126
Uttar Pradesh	1,390	2,38,808	172
West Bengal	780	1,61,926	208
Total (States)	9,377	17,89,583	191
A. & N. Islands	9	374	41
Dadra & Nagar Haveli	3	185	61
Gao, Daman & Diu	28	3,858	138
Himachal Pradesh	56	8,503	152
L. M. & A. Islands	2	253	126
Manipur	55	9,053	165
N. E. F. A.	11	700	64
Pondicherry	18	2,069	115
Tripura	94	5,940	63
Total—Union Territories	276	30,935	112
INDIA (Total)	9,653	18,20,518	189

**Annexure I**  
**PLANNING COMMISSION**  
*(Education Division)*

*Number of Institutions and number of students per officer in State Educational Directorate and Inspectorate connected with Direction and Inspection of Schools—1964-65.*

State/ Union Territory	Total Staff connected with Dire- ction & Inspection	Total Number of Schools for General Education	Total Enrol- ment in Schools/ Classes for General Education.	Load per Officer	
				No. of Institu- tions	No. of Students
1	2	3	4	5	6
Andhra Pradesh	726	41,809	45,01,895	58	6,201
Assam	409	22,504	19,37,588	55	4,738
Bihar	1,177	51,228	50,08,169	44	4,255
Gujarat	170	21,870	34,86,975	128	20,511
Jammu & Kashmir	65	5,638	4,18,546	87	6,439
Kerala	254	10,684	40,13,811	42	15,802
Madhya Pradesh	1,082	40,245	35,26,752	37	3,259
Madras	502	32,683	58,92,608	65	32,556
Maharashtra	181	44,465	66,30,088	246	36,631
Mysore	637	32,657	39,14,404	51	9,145
Nagaland	28	787	68,110	28	2,433
Orissa	703	28,244	20,79,688	40	2,958
Punjab	722	15,997	30,82,904	22	4,270
Rajasthan	551	21,564	19,77,139	39	3,588
Uttar Pradesh	1,390	66,653	101,81,684	48	7,325
West Bengal	780	38,028	49,32,140	49	6,323
<b>Total (States)</b>	<b>9,377</b>	<b>4,75,056</b>	<b>616,52,501</b>	<b>51</b>	<b>6,574</b>
A. & N. Islands	9	121	9,124	13	1,013
Dadra & Nagar Haveli	3	81	5,901	27	1,967
Goa, Daman & Diu	28	9,78,978	1,17,351	36	4,191
Himachal Pradesh	56	2,193	1,80,144	39	3,217
L. M. & A. Islands	2	31	4,990	15	2,495
Manipur	55	2,640	2,01,650	48	3,666
Pondichery	18	382	62,022	21	3,446
Tripura	94	1,926	1,77,907	20	1,893
<b>Total—Union Territories</b>	<b>265</b>	<b>8,352</b>	<b>7,59,089</b>	<b>31</b>	<b>2,864</b>
<b>INDIA (Total)</b>	<b>9,642</b>	<b>4,83,408</b>	<b>624,11,590</b>	<b>50</b>	<b>6,473</b>

**Annexure II**  
**BUDGETED EXPENDITURE OF STATE EDUCATION DEPARTMENTS**  
(Revenue Account) — *Direction and Inspection*

(Rs. in thousands)

Sl. No.	State	1966-67					1967-68					1968-69				
		Direction	Inspection	Total	Direction	Inspection	Total	Direction	Inspection	Total	Direction	Inspection	Total	Direction	Inspection	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1.	Andhra Pradesh	16.27 (0.49)	85.91 (2.60)	33,03,76	15.77 (0.46)	83.77 (2.44)	34,08,78	14.87 (0.43)	83.38 (2.44)	34,23,94						
2.	Assam	10.02 (0.63)	27.75 (1.75)	15,83,83	14.03 (0.91)	28.53 (1.86)	15,32,73	14.38 (0.85)	35.82 (2.12)	16,92,99						
3.	Bihar	8.49 (0.39)	81.47 (3.69)	22,05,72	10.00 (0.40)	1,08,70 (4.38)	24,84,12	11.33 (0.47)	1,15,57 (4.75)	24,34,57						
4.	Gujarat	8.55 (0.38)	35.91 (1.60)	22,39,25	11.00 (0.38)	39.00 (1.34)	29,14,40	9.98 (0.34)	43.29 (1.49)	29,14,36						
5.	Haryana	3.29 (1.03)	8.23 (2.57)	3,20,78	11.03 (1.04)	30.44 (2.87)	10,61,29	12.19 (0.98)	28.23 (2.26)	12,50,45						
6.	Jammu & Kashmir	3.62 (0.68)	10.07 (1.91)	5,28,35	4.73 (0.70)	13.41 (1.97)	6,80,53	5.94 (0.74)	13.96 (1.75)	8,00,60						
7.	Kerala	54.55 (1.57)	53.19 (1.53)	34,74,60	60.16 (1.48)	59.16 (1.45)	40,68,24	65.01 (1.46)	63.18 (1.42)	44,52,22						
8.	Madhya Pradesh	15.09 (0.48)	93.91 (3.01)	31,19,03	18.43 (0.46)	1,00,61 (2.49)	40,42,25	19.92 (0.45)	1,12,43 (2.54)	44,19,51						
9.	Madras	12.92 (0.29)	53.52 (1.22)	43,85,63	12.48 (0.23)	66.32 (1.24)	53,48,72	14.02 (0.25)	73.29 (1.30)	56,27,90						

## Annexure II continued

1	2	3	4	5	6	7	8	9	10	11
10.	Maharashtra	23.23 (0.56)	52.51 (1.24)	42,41,64	27.72 (0.48)	76.88 (1.33)	57,77,75	28.69 (0.46)	89.17 (1.44)	62,13,86
11.	Mysore	25.05 (0.88)	53.68 (1.89)	28,38,21	17.24 (0.54)	57.80 (1.81)	32,00,00	19.04 (0.53)	64.46 (7.79)	36,08,12
12.	Nagaland	6.39 (4.21)	4.51 (2.97)	1,51,88	14.78 (7.63)	5.88 (3.03)	1,93,80	15.83 (7.17)	7.72 (3.50)	2,20,76
13.	Orissa	9.20 (0.76)	31.45 (2.59)	12,13,80	10.48 (0.66)	38.66 (2.48)	15,92,60	10.81 (0.65)	39.49 (2.37)	16,68,61
14.	Punjab	17.39 (0.84)	54.48 (2.64)	20,66,27	14.42 (0.68)	42.41 (2.01)	21,10,95	10.20 (0.76)	45.50 (1.89)	24,07,61
15.	Rajasthan	19.53 (0.91)	24.11 (1.13)	21,42,39	22.33 (0.82)	29.51 (1.08)	27,40,46	22.89 (0.78)	29.61 (1.02)	29,19,47
16.	Uttar Pradesh	36.39 (0.78)	1,09.83 (2.36)	46,58,08	46.75 (0.50)	1,20.19 (2.31)	52,09,57	48.75 (0.84)	1,08.02 (1.85)	58,37,12
17.	West Bengal	12.11 (0.59)	22.43 (1.09)	20,56,44 n.p. 16, 7,59 Plan 36,94,03 Total	12.92 (0.31)	27.83 (0.66)	42,22,63	13.28 (0.30)	28.87 (0.66)	43,82,61
Total :		2,82,08 (0.67)	8,02,96 (1.90)	4,21,67,25	3,24,47 (0.64)	9,28,62 (1.84)	5,05,88,82	3,45,13 (0.64)	9,82,01 (1.81)	5,42,74,70

Figures within parenthesis indicate percentage to total expenditure on education.

### Annexure III

#### Budgeted Expenditure on Inspection (Revenue Account) during 1966-67 to 1968-69

State	1966-67 (Actual)		1967-68 (Revised Estimates)		1968-69 (Revised Estimates)		(Rs. in 000's)	
	Non-Plan	Plan	Total	Ednl. Exp. of the Edn. Department	Non-Plan	Plan	Total	% to Total Ednl. Expenditure of the Edn. Department
1	2	3	4	5	6	7	8	9
1. Andhra Pradesh	85.13	78	85.91	2.60	83.04	25	83.29	2.44
2. Assam	27.59	16	27.75	11.75	25.41	3.12	28.53	1.86
3. Bihar	81.29	18	81.47	3.68	1,07.70	1.00	1,08.70	4.38
4. Gujarat	35.42	49	35.91	1.60	39.00	—	39.00	1.34
5. Haryana	8.23	—	8.23	2.57	30.19	25	30.44	2.87
6. Jammu & Kashmir	10.07	—	10.07	1.91	13.41	—	13.41	1.97
7. Kerala	53.19	—	53.19	1.53	59.16	—	59.16	1.45
8. Madhya Pradesh	93.91	—	93.91	3.01	1,00.61	—	1,00.61	2.49
9. Madras	53.52	—	53.52	1.22	66.32	—	66.32	1.24
10. Maharashtra	50.63	188	52.51	1.24	68.71	8.17	76.88	1.33
11. Mysore	53.68	—	53.68	1.89	57.80	—	57.80	1.81
12. Nagaland	4.51	—	4.51	2.97	5.21	67	5.88	3.03
13. Orissa	31.45	—	31.45	2.59	38.35	31	38.66	2.43
14. Punjab	54.27	21	54.48	2.64	42.07	34	42.41	2.01
15. Rajasthan	23.31	60	24.11	1.13	28.27	1.24	29.51	1.08
16. Uttar Pradesh	1,09.80	—	1,09.83	2.36	1,18.97	1.22	1,20.19	2.31
17. West Bengal	22.43	NA	22.43	1.09	27.83	NA	27.83	0.66
Total	7,98.66	4.30	8,02.96	1.90	9,12.05	16.57	9,28.62	1.84

**Budgeted Expenditure on Inspection (Revenue Account) during 1966-67 to 1968-69 (Contd.)**

	1968-69 (Budget Estimates)				% to Total Ednl. Expenditure of the Edn. Departments
	Non-Plan	Plan	Total		
1	10	11	12	13	
1. Andhra Pradesh	83,38	—	83,38	2.44	
2. Assam	32,35	3,47	35,82	2.12	
3. Bihar	1,12,16	3,41	1,15,57	4.75	
4. Gujarat	42,88	41	43,29	1.49	
5. Haryana	27,31	92	28,23	2.26	
6. Jammu & Kashmir	13,98	—	13,98	1.75	
7. Kerala	63,18	—	63,18	1.42	
8. Madhya Pradesh	1,12,43	—	1,12,43	2.54	
9. Madras	73,29	—	73,29	1.30	
10. Maharashtra	65,89	23,28	89,17	1.44	
11. Mysore	64,46	—	64,46	1.79	
12. Nagaland	5,38	2,34	7,72	3.50	
13. Orissa	39,49	—	39,49	2.37	
14. Punjab	42,15	3,35	45,50	1.89	
15. Rajasthan	27,58	2,03	29,61	1.02	
16. Uttar Pradesh	1,02,56	5,46	1,08,02	0.85	
17. West Bengal	28,87	NA	28,87	0.66	
<b>Total</b>	<b>9,37,34</b>	<b>44,67</b>	<b>9,82,01</b>	<b>1.81</b>	

